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ABSTRACT

The Governor and the 1971 New York State Legislature charged the Temporary Commission to Study the Causes of Campus Unrest with the study of the colleges and secondary school system in a continuing effort to ascertain the causes of unrest where it exists, and reasons for lack of unrest where it does not exist. It was found that during academic year 1971-72, protest at colleges was less organized, less demonstrative, less disruptive and often expressed in legitimate ways. In the secondary schools, however, especially in the urban and suburban schools, this was not the case. In these schools disruptive unrest in more common and is often exhibited in different and more violent ways from those presently seen at the colleges. Recommendations for the alleviation of problems at both the higher education and secondary levels are made for parents and the general public, school administrators, boards of education and trustees and teachers, and students. (HS)

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NEW YORK STATE

Academy or Battleground

THIRD REPORT

OF

THE TEMPORARY COMMISSION

TO STUDY THE CAUSES OF CAMPUS UNREST

ITC 001 220

ALBANY, N. Y.

1972

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NEW YORK STATE

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THE TEMPORARY COMMISSION

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ALBANY, N. Y.

1972

TABLE OF CONTENTS

	Letter of Transmittal	v
	Commission Members	vii
	Staff Members	viii
	Acknowledgements	ix
	Chairman's Prologue	xi
	Introduction	1
	Preface	5
	PART I	
	SECONDARY SCHOOLS	7
Section		
I	Enrollment Characteristics of Secondary Education in New York State	9
II	Secondary Schools 1971-1972	
	-Movement of Students To Achieve Integration	23
	-School-Peer Group Society	47
	-Changing Skills In A Changing Society	55
	-Why The Dropout	59
	-Vandalism, Crime and Violence	62
III	Recommendations (Secondary Schools)	67
	PART II	
	HIGHER EDUCATION	89
Section		
I	Enrollment Characteristics of Higher Education in New York State	91
II	Higher Education 1971-1972	
	-The Quiet Campus - A Continuing Endeavor	109

Table Of Contents

Part II (cont.)

Section

-Higher Education Costs And Effects 115
-An Open Door To Education And Service 119
-Survey of Colleges and Universities 123
-Analysis of Responses to Survey 141

III Recommendations (Higher Educatien) 157

Part III

COMMISSION MEMBERS' COMMENTS 169

EPILOGUE 187

APPENDIX

a. Chapter 610 of the Laws of 1971 192

LETTER OF TRANSMITTAL

To The Governor and The Legislature:

On behalf of the Temporary State Commission to study the Causes of Campus Unrest, I hereby submit to you our Preliminary Third Report, pursuant to Chapter 610 of the Laws of 1971.

Charles D. Henderson
Chairman

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Marcia L. Dixon . . . . . .Research Assistant (Education)
Doris Kornfeld . . . . . Research Assistant (Statistics)
Audrey S. Kasha . . . . . Research Assistant (Political Science)
Audrey K. Boag . . . . . .Research Assistant (Psychology)
Donald Sellers . . . . . Research Assistant

CONSULTANTS

James J. Brady . . . . . Statistics
James R. Dunne . . . . . Education and Statistics
Kenneth Duryea . . . . . .Data Processing
Muriel E. Galleher . . . . . Governmental Relations
Gail H. Gordon . . . . . .Graduate Student, Student Affairs
John P. Hicks . . . . . Student, Student Affairs
Melissa Martin . . . . . Student, Student Affairs
Joann P. McClure . . . . . .Data Processing
Ellen McDonough . . . . . .Data Processing
Gail A. Sykes . . . . . .Graduate Student, Student Affairs
Michael Vogt . . . . . Student, Student Affairs
Lee R. Wolfe . . . . . Statistics
Marvin Feldman . . . . . Secondary Education
Nathan Lander . . . . . Higher Education

SECRETARIAL ASSISTANTS

Joan F. Oropallo*, Executive Secretary
Mary L. Conway, Executive Secretary
Kathleen M. Quigley
Kathleen M. Marsch
Charlotte Abrams

* No longer with Commission

ACKNOWLEDGEMENTS

To all who appeared at our public meetings, volunteered or consented to be interviewed and who supplied the Commission with relevant information, we express our appreciation and gratitude; their efforts will contribute greatly to the effectiveness of this report.

Expecially, we extend our thanks to the many students at colleges, universities and secondary schools who voluntarily gave their time to gather and supply the Commission with research material and data.

We wish to express our appreciation for the help extended the Commission in its assignment by those members of the Legislature who communicated with our Commission and provided us with the benefit of their thoughts, suggestions, counsel and opinions.

Any errors of commission or omission which appear are the full responsibility of the Commission.

PROLOGUE

When I was named Chairman of this Commission and it came time to issue the first report I assumed the privilege of writing a Prologue.

The problems of youth as they saw them and their method of protest had distrubed, frightened and even incensed segments of our society. The situation was so sensitive and explosive that the Commission moved swiftly but quietly to search out the underlying and hidden causes as well as assessing the obvious and well-publicized stated reasons for dissent.

In the first and second Prologues I tried to convey the feeling of the Commission as expressed in the Report and my personal observations as Chairman.

This year the Prologue has been particularly difficult. We are gratified at the gains that have been made and the positive statements of various organizations on the work of the Commission.

We are gravely disturbed with the situation and conditions revealed in the Commission's expanded study of secondary schools during this past year.

We are fully aware that although for the most part violent dissent on the college level has abated, its potential still smoulders under the surface. We hope it won't erupt and we have been conducting an intensive program, without publicity, to prevent further eruptions which has secured the cooperation and effort of many student groups to settle any differences within the framework of the law and democratic process.

However, the gut issues disturbing youth are still there and the desire for solutions is as vital as ever.

The violence and disruption in our educational system has shifted from the college to the secondary schools where reported crime and violence, has increased tremendously in City and Metropolitan area schools. For example, the increase in the City of New York alone was 57.4% in the past year. Had all incidents been reported the percentage would be even higher.

What are the reasons for such turmoil? Our study finds a number of reasons, many of which are beyond the control of the educational system such as racism and bigotry, poverty, drugs, environment and inequality of justice. Even some of these could be alleviated through proper education and an atmosphere of understanding and sympathy within the school system.

Reasons for turmoil that are generated within the school system include administrative bungling of authority, failure to establish clearcut guidelines for behavior, the use of the schools as a battleground for teacher strikes and parental protest, busing of students purely to achieve racial balance, failure to provide courses to meet the needs of the student in today's world, few teachers who are able to relate to the students' background, inadequate school buildings and equipment and a lack of accountability on the part of those responsible for our educational system.

All of these items were mentioned in the Report of last year. While some progress has been made in some areas and it is acknowledged that many cannot be resolved over night, that they

still exist in the intensity that they do is cause for grave concern.

And, as always, it is the young who are the primary victims.

Racial tensions, principally in our unban areas, are being increasingly aggravated by the busing issue. Busing purportedly is to provide equal educational opportunity and equal quality education for all children regardless of economic or ethnic background.

Is it succeeding? Unfortunately only rarely.

Minority parents resent their children being shifted to a school where the level of achievement may be above what their child has been exposed to or prepared for, thereby nurturing frustration, resentment and eventual surrender of effort and cooperation.

Parents of children in the schools receiving these minority children fear the dilution of the academic level to accommodate the incoming children, thus jeopardizing their own child's opportunity.

This parental resentment, together with inability of some teachers to readily accept and relate to the special problems created by the situation, is transferred to the youngsters and resentment and hostility is increased and fertilized.

A sad, but patent truth that should be considered is that in the 1969-70 school year more than $100-million was spent on busing and transportation for school children in just the cities of the State of New York. In New York City, for example, only ten years ago the cost of busing and transportation was less than $5-million and for the 1969-70 school year was $69-million

plus the correlary fringe benefits for personnel. That is an increase of $64.2-million since 1960-61.

This money did not buy a book, pay a teacher, buy a basketball, build a school, or provide a field trip much less guarantee equal, quality education.

This is not to say that all effort in every area should not be expended in achieving quality and equal educational opportunity. This is mandated not only by the Federal and State Constitutions, but in the hopes and dreams of a free society.

It has been achieved, as I said, in some rare instances. And, as has been said many times, it will take the concerted effort and dedication by all segments of the educational community, and all other segments of society, to assure and provide this basic necessity for the young.

It is not easy. Not much in life is easy. But if one wishes to contribute to his fellow man, if one wishes to provide a legacy for a better world tomorrow, no one has a greater opportunity than those responsible for the education of our young.

It can be done. Will you help do it?

Charles D. Henderson
Chairman

INTRODUCTION

The Governor and the 1971 New York State Legislature charged this Commission with the study of the colleges and secondary school system in a continuing effort to ascertain the causes of unrest where it exists, and reasons for lack of unrest where it does not exist.

This study has often led it to sensitive areas and to possibly unpopular conclusions.

Our mandate is to make recommendations, but before this can be done, we must know how people (administrators, students, faculty, parents and supporting community) feel and attempt to discern why they feel as they do. Once this has been done, practical recommendations which relate to the immediate lessening of unrest become the Commission's concern.

Unrest as it appears in our schools and universities and their supporting communities is not predicated on how society perceives people should feel and act, but rather on how people do feel and act.

By the same token, our conclusions in the past and now have not been predicated upon how we felt people should act or what was educationally or politically wise or unwise, but how they did act and spoke and felt.

We looked and we listened and the Report which follows reflects what we saw and heard.

In conducting itself as a fact-finding rather than an investigative body, the Commission has been able to maintain a climate in which open dialogue could flourish.

Introduction

At all times, the Commission determined not to seek publicity and fostered an atmosphere devoid of political consideration.

The Commission constantly reviewed the most current materials in this area and developed an open formula for the study of colleges and secondary schools.

The Commission has:

Visited colleges and secondary schools throughout the State. As we assured anonymity to all who wished it, an atmosphere in which open and honest conversations and observation was developed.

Held eighteen hearings in all parts of the State. Attending these hearings were administrators, faculties, students, alumni, commercial leaders, parents and members of the public at large. In addition, there were interviews with individuals in similar positions.

Undertaken case studies and school profiles.

The Commission solicited and received many letters and other communications, both specific and general, from members of the academic community (college and secondary), parents and the general public.

The Commission met in numbers of symposiums with both public and private secondary school students.

Held conferences with the Chancellor of the State University and his staffs, the Commissioner of Education of the State of New York and his staff, as well as staff at the City University of New York.

Conducted surveys addressed to the chief administrators of 212 colleges and universities in the state relating to:

1. the extent of unrest
2. the issues underlying unrest
3. the quantitative changes in expressions of unrest
4. the qualitative changes in the expressions of unrest
5. the effects of educational opportunity programs
6. the organization and effects of college governance procedures

Undertaken random sample surveys of secondary school administrators and students relating to:

1. the extent of unrest
2. the issues underlying unrest
3. the attitudes of administrators concerning unrest
4. the attitudes of students concerning unrest
5. the tendency of approximately 2,000 secondary school students to drop

out of school and the reasons for this tendency.

The Commission has either visited or otherwise been in contact with members of school communities representing in excess of 150,000 college and graduate students and approximately 295,000 secondary students.

PREFACE

As true today as in the past, no one knows what tomorrow will bring. The future of our State, our Nation and our cultures is presently hidden. However, we can be sure that today's students will be the molders of that future.

That our institutions of learning are in extreme flux is a universal observation.

Our educational system and all it represents is being questioned by increasingly younger students. The dramatic demonstrations of past years at the larger well-known colleges and universities now also appear in our secondary schools as well as at smaller less renowned institutions of higher learning.

What happens at a secondary school is regarded as only of local concern. Events at smaller colleges and universities do not stir the national interest. The result is that the eye of the mass media is looking elsewhere. This lack of interest of the mass media may be salutory for the media's presence was thought to promote and exacerbate campus disruptions.

"No news is good news", but it is not always the best news. For while there has been less demonstrative disruptive unrest at our colleges this year than in the Spring of 1970, there is unrest. The daily academic activity in our urban and suburban secondary schools is constantly menaced because of the threat this unrest represents. This secondary school unrest--highly volatile and extremely dangerous--can soon again graduate to the college campuses.

Looking back to the conditions of the past, we see that some progress has been made at some of our colleges and universities.

Preface

This year protest at colleges was less organized, less demonstrative, less disruptive and often expressed in legitimate ways.

In our secondary schools, again especially in the urban and suburban schools, this is not the case. In these schools disruptive unrest is more common and is often exhibited in different and more violent ways from those presently seen at the colleges.

The issues underlying the present unrest, because of which the students are active, tend to be local and more like those of 1968-1969 than those of 1969-1970.

However, the students continue to express attitudes of strong disagreement with government policies and discontent over what they see as society's failures. Many in the non-student and even the student society are intolerant of, or fed up with, young students they feel are political radicals. Increasingly, factions in public disagreements as they grow further apart accept violence as an extension of their arguments.

In the light of these factors, it can be seen that a government action which the students deem as abhorrent to them could cause them to combine in response and thereby produce a strong reaction in the general society. This in turn could trigger a confrontation and disruption which could seriously damage our educational systems and consequently extensively injure our State.

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12224

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Gregory Benson, Jr.

Gregory Benson, Jr.
Associate in Educational
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Enclosures

PART I

SECONDARY SCHOOLS

PART I

SECTION I

ENROLLMENT CHARACTERISTICS OF SECONDARY EDUCATION IN NEW YORK STATE

ENROLLMENT CHARACTERISTICS OF SECONDARY EDUCATION

In a discussion of the structure of secondary education a clear definition of terms is helpful. Webster defines "structure" as the interrelation of parts as dominated by the general character of the whole. Secondary education in our study concerns itself with Grades 7 through 12, popularly known as Junior High and High School Grades.

Table I, "Ethnic Distribution by Percentage in Public 'K-12' Schools" describes the ethnic components of our public school system, Kindergarten through the 12th grade. Although this study is concerned with secondary (7-12) education, the K-12 table is presented as it contains the only statistics available in which the enrollment of the "Big 6 Cities" public schools -- New York City, Albany, Buffalo, Rochester, Syracuse and Yonkers-- are detailed as to ethnic types. Grades 7-12 do account for almost half the student population and of course, the public K-6 group (the other half) will be the source of the future secondary school student body.

It is clearly indicated that in New York City public schools, the combined Black and Spanish Surnamed American ethnic groups account for the majority of the student body and is continuing to increase in both number and proportion. In the 5 other cities, "White and Other" ethnic types constitute the major part of the student body, but, at a declining rate. The combined Black-Spanish Surnamed American ethnic groups continue to increase in number and proportion in these cities. As in all urban areas throughout the nation, the "White" group is leaving for suburban and rural areas and so constitute a declining percentage of the urban population.

TABLE I

ETHNIC DISTRIBUTION BY PERCENTAGE IN PUBLIC "K - 12" SCHOOLS

Location	FALL 1970			FALL 1971		
	Black	S.S.A.	White & Other	Black	S.S.A.	White & Other
New York City	34.5	25.7	39.8	35.0	26.5	38.5
Albany	34.0	.2	65.8	35.6	.5	63.9
Buffalo	38.5	2.3	59.2	39.6	2.4	58.0
Rochester	33.2	4.1	62.7	35.7	4.9	59.4
Syracuse	24.0	.4	75.6	25.7	.6	73.7
Yonkers	13.5	4.8	81.7	14.1	6.1	79.8
Rest of the State	4.2	.9	94.9	4.4	1.0	94.6
Total New York State	15.5	9.1	75.4	15.8	9.4	74.8

S.S.A. - Spanish Surnamed Americans

White & Other - Includes Indians, Orientals and all not classified as Blacks or Spanish Surnamed Americans

Source: Information Center on Education, New York State Education Department 1972

Table IA, "Ethnic Distribution by Percentage in Private 'K - 12' Schools", presents Fall 1970 and 1971 figures. It is clear that the private school enrollment is predominantly "White & Other". In the "Big 6 Cities" there is some minority enrollment but for "Rest of the State" there is only a negligible number attending private schools.

TABLE IA

ETHNIC DISTRIBUTION BY PERCENTAGE IN PRIVATE "K - 12" SCHOOLS

FALL 1970

Location	Black	S.S.A.	White & Other
New York City	7.9%	11.4%	80.7%
Albany	7.0	.3	92.7
Buffalo	9.6	1.0	89.4
Rochester	8.9	3.5	87.6
Syracuse	4.4	.5	95.1
Yonkers	2.2	4.8	93.0
Rest of the State	1.8	1.3	96.9
Total New York State	5.6%	6.6%	87.8%

S.S.A. - Spanish Surnamed Americans

Source: Information Center on Education
New York State Education Department, 1972

TABLE IA

ETHNIC DISTRIBUTION BY PERCENTAGE IN PRIVATE "K - 12" SCHOOLS

FALL 1971

Location	Black	S.S.A.	White & Other
New York City	8.4%	11.8%	79.8%
Albany	8.7	0.3	91.0
Buffalo	10.1	1.1	88.8
Rochester	7.9	4.4	87.7
Syracuse	5.4	0.6	94.0
Yonkers	2.6	6.0	91.4
Rest of the State	2.1	1.4	96.5
Total New York State	6.0	7.0	87.0

S.S.A. - Spanish Surnamed Americans

Source: Information Center on Education
New York State Education Department, 1972

Table II, "Ethnic Distribution in Public and Private Schools 7th Grade thru 12th Grade Schools" shows an enrollment increase in all categories. The ethnic group to show the greatest gain in the Fall of 1971 was the Spanish Surnamed Americans with an increase of 8,253 students.

The Private Schools enrollment figure for Fall, 1970; indicates that 89.7% of the students are "White & Others". The Spanish Surnamed Americans account for more students than do the Blacks. It can be deduced that as some of the "White & Others" leave the public school system, they are being enrolled in private schools.

In the Fall of 1971 there was a decline of .6% of Whites & Others. An increase in the Spanish Surnamed Americans and Black continued while the American Indians and Orientals remained at .5%.

TABLE II

ETHNIC DISTRIBUTION IN PUBLIC AND PRIVATE "7 - 12" SCHOOLS *
BY NUMBER AND PERCENTAGE

	PUBLIC SCHOOLS		PRIVATE SCHOOLS	
Ethnic Type	FALL 1970		FALL 1970	
American Indians & Orientals	10,615	.7%	1,621	.5%
S.S.A.	118,795	7.7	17,183	5.3
Blacks	215,819	13.9	14,589	4.5
Whites & Blacks	1,203,087	77.7	290,819	89.7
Total	1,548,316	100%	324,212	100%

S.S.A. - Spanish Surnamed Americans

Source: Information Center on Education
New York State Education Department 1972

* Not including ungraded handicapped

TABLE II

FALL 1971

ETHNIC DISTRIBUTION IN PUBLIC AND NONPUBLIC SCHOOLS - GRADES 7 - 12 *

	PUBLIC SCHOOLS		NONPUBLIC SCHOOLS	
Ethnic Type	Number	%	Number	%
American Indians & Orientals	11,642	0.7	1,484	0.5
S.S.A.	127,048	8.1	17,289	5.5
Blacks	221,851	14.1	15,449	4.9
White & Others	1,208,534	77.1	280,596	89.1
Total	1,569,075	100.0	314,818	100.0

* Not including ungraded handicapped

"Enrollment in Secondary Schools, Grades 7 - 12", Table III, indicates an increase in total enrollment as well as increased numbers in public schools. In the Fall of 1970 these public schools accounted for 82.7% of the total enrollment, while there was a decline in private school students. The 1971 figures continue this trend; public schools numbers increased and accounted for 83.3%, while private schools further declined to 16.7% of total enrollment. The Fall of 1972 public school enrollment increased to 84.1% of the total; whereas the private school figures show a decrease to 15.9%.

TABLE III

ENROLLMENT IN SECONDARY SCHOOLS

GRADES 7 - 12 **

FALL

	1970		1971	
Type of School	Number	Percent of Total	Number	Percent of Total
Private	324,212	17.3%	314,818	16.7%
Public	1,548,316	82.7	1,569,075	83.3
Total	1,872,528	100.0	1,883,893	100.0

Source: Information Center on Education
New York State Education Department 1972

*Education Statistics - New York State
January, 1972

** Not including ungraded handicapped

TABLE III

ESTIMATED ENROLLMENT IN SECONDARY SCHOOLS
GRADES 7 - 12 *

FALL 1972

Type of School	Number	Percent of total
Private	304,023	15.9%
Public	1,605,851	84.1%
Total	1,909,874	100.0

* Not including ungraded handicapped

Table IV, which follows, details the private school enrollment. Parochial Schools still enroll the majority of private pupils, and in 1970 accounted for 91.4% of the private enrollment. A .4% decline in 1971. Catholic schools registered the greatest decline; a loss of 10,897 students in 1970 and a further loss of 9,393 students in 1971. The enrollment figures for Jewish Parochial schools are not comparable. In 1969, the 21,291 enrollment included both full-time students and those who were only enrolled for part-time religious instruction. The 1970 enrollment of 17,237 includes only those students who attend Jewish schools full-time for both secular and religious instruction. A continued decrease enrollment occurred in 1971. Non-denominational enrollment in 1970 declined by 390 students; in 1970 this enrollment increased by 769 students.

A continuing decline in private school enrollment occurred in 1971. Parochial schools continued to fall off sharply. The decline in parochial schools from 1970 to 1971 was 10,166 students.

TABLE IV

PRIVATE SCHOOL ENROLLMENT

Grades 7 - 12 **

	FALL 1969	FALL 1970	FALL 1971
Non-Denominational:	27,336	27,726	28,495
Parochial:			
Catholic	281,905	271,008	261,615
Jewish	21,291*	17,237*	16,305*
Lutheran	2,989	3,145	3,169
Episcopal	2,391	2,337	2,272
7th Day Adventists	937	1,099	1,214
All Other	1,414	1,660	1,748
Total Parochial	310,927	296,486	286,323
Total Private Schools	338,263	324,212	314,818
Parochial as % of Total	91.9	91.4	91.0
Non-Denominational as % of Total	8.1	8.6	9.0

*1969 includes both full-time students and those who attend part-time for religious instruction only. 1970 and 1971 include only full-time students.

Source: Information Center on Education
New York State Education Department 1972

** Not including ungraded handicapped

PART I

SECTION II

SECONDARY SCHOOLS

MOVEMENT OF STUDENTS TO ACHIEVE INTEGRATION

Busing was originally devised as a means of transporting students who lived long distances from the available educational facilities to those facilities. In other words, busing was a means of bringing a pupil to a better education and in all parts of the United States it is still being used for that purpose. This method is not only utilized with little objection but with the support of the entire community and educational establishments wherever it is in use.

Throughout the State there is a feeling that moving students from school to school for the sole purpose of racial balance without the accompanying concomitant commitment to educational excellence is an exercise of little value. Extensive interviews and contacts with administrators, parents, teachers and students showed a surprisingly strong agreement that such transferring does not by itself accomplish the aims of the program.

We heard that movement of students to desegregate a school in itself does not automatically achieve integration in the "host" school.

The fundamental aim of our education system is to give each of our young citizens an equal opportunity to obtain quality learning. The Commission is told, and it agrees, that this can only be accomplished in situations where members of the school community and in the supporting community are in accord as to the manner of reaching this goal; a setting relatively devoid of unrest and friction. Where we found unresolved divergent

attitudes, we found discord, friction, polarization and eventual demonstrative unrest.

Many of the adults interviewed had taken school buses as children or had traveled by public transportation considerable distances to attend school. Most of these people went to school during a period of centralization, consolidation and specialization of particular schools by the education system. During this time, especially in the rural and suburban areas, smaller schools were merged into a larger centralized school which offered more programs and greater educational opportunity to the students. During this same time there was an emphasis on the development of specialized schools allowing the student instruction in specific studies. For these reasons these people viewed their student travel as part of improving their educational opportunity. These same adults do not see any changes in the design of the educational system accompanying the busing of students to achieve racial balance which they can view as improving the educational opportunity.

The majority of those interviewed did not reveal overt racial antagonism, but felt that many of our public schools, especially in the cities, were inadequately teaching and preparing these transported students. It was felt that moving inadequately prepared students into school settings of higher academic level without any previous effort to upgrade their abilities degraded the educational level of the "host" school. Moving better prepared students into admittedly substandard schools is seen by the majority

of those interviewed as a retarding of their children's educations and not an upgrading of the "host" school.

The majority of the transported students have racial and ethnic origins different from the resident students. The unrest and disruption that ensues has the appearance, if not always the reality of racial conflict.

In 1954, in a landmark decision, the U.S. Supreme Court ruled in 'BROWN AGAINST THE BOARD OF EDUCATION'[1] that the Constitutional guarantee of equality was to be practiced in each and every public school in the United States.

Essentially, that is the spirit and the law of BROWN and the U.S. Supreme Court left it to the District Federal Courts and local authorities to implement the mandate.

Attempting to follow what they thought and interpreted as the BROWN rationale, the lower courts started to follow the requests of various plaintiffs and ordered the pupil to be transported to a quality and equal education. From that thesis came the concept of busing for integration from which has developed a raging controversy.

When the BROWN decision was handed down, the south had state statutes and local laws which barred one class of children from the facilities and opportunities available to another class of children. These legal barriers had to be removed "with all deliberate speed".

Movement of Students to Achieve Integration

The concept of directly mixing groups of previously segregated pupils was the simplest and fastest way of carrying out the mandate.

In the north, however, the discrimination occurred not by law or by statute, but rather by neighborhood and communal groupings. Housing patterns created segregation in schools, a complex cause, not lending itself to easy solution. It is true that the south had the similar housing patterns, but with a completely different historical basis. In any event, and for whatever reasons, it appears that in New York compulsory busing alone is failing as a means of integration.

Administrators: In approximately 600 of the State's 760 school districts, the enrollment of minority students is at such a low level that any activity toward balancing would be meaningless within the district.

Until the recent federal court decisions in Detroit, Michigan,[2] and Richmond, Virginia,[3] ordering the combining of districts to achieve integration, administrators gave little thought to problems of integration within their districts. The majority of our interviews with administrators relating to integration were in New York State districts that re-designed their districts either by order of the Commissioner of Education or did so believing that a Commissioner's order was imminent.

There is a variety of attitudes based on experience among these administrators.

While some report a lessening of early strong overt

hostility between transported and local students, others report a continuing demonstrative friction. The consensus is that there is an ongoing antagonism which continued transportation has not relieved and frequently has inflamed. It is the expressed fear that these antagonistic feelings are increasing and will erupt in demonstrative unrest and violence.

Among the reasons they cite is a negative teacher attitude toward the "new" students. This they feel is based upon the often lower level of academic achievement of students transported from a minority area, as well as societal ethnic and racial prejudices.

Administrators feel strongly that it is these ethnic and racial prejudices that govern the attitudes of many parents rather than any "non-prejudice" reasons the majority of objecting parents espouse.

As a group, the administrators reactions range from guarded to negative as to the success of transporting students in the absence of strong remedial programs. They generally feel that before an ill-prepared student is moved to a new school, an upgrading of substandard schools from which many of these students come must first take place.

Throughout our discussions with administrators they repeatedly stated that while the upgrading of schools was a most important step there would have to be an accompanying massive societal attitude change for school integration to succeed.

They almost unanimously reject any suggestion which

includes the reduction of services and consequently academic level in any of their schools. They feel that the lower achieving units should be upgraded, but in no case should the better achieving schools be downgraded.

Teachers: Among teachers in the districts that are transporting students with the object of achieving integration, there are many who are committed to the goals of the program. As do the administrators, they express doubts as to whether the busing of students to achieve racial balance will achieve the desired integration.

Teachers also want substandard schools upgraded. They say that most travelling minority students come to them with great learning impediments which the regular and the present remedial curriculum and schedule do not correct. These students are unable to get to grade level work before the aura of defeat and frustration overcomes them. Alienation follows frustration. The student becomes a disciplinary problem and unrest and anti-social activity is the next step.

Some have suggested that the students with basic learning problems be excused from grade level work until they overcome their deficiencies and can succeed with the regular class work.

Teachers noted that among the resident students and the transported students for integration there frequently existed a previous racial bias which has not abated.

Interviewees attributed these previous student attitudes to the family environment and the society outside the school.

Movement of Students to Achieve Integration

All teachers stated that they were without any prejudice toward transported minority students. In further conversation it became evident that wittingly or unwittingly this was not the case. Some teachers projected their lack of confidence in the transported minority student's ability to learn.

The teacher with the preconception that the student is unable to succeed will not be an effective teacher to this student. This teacher's attitude becomes evident to the transported student and his fellow students. It builds resentment and dismay in the transported student and feeds the prejudice of the other students.

It has been observed that students who are taught by teachers who do not have prejudices, or whose prejudices if they existed were not apparent, are more tolerant of their fellow students than are the pupils of prejudiced teachers.[4]

Students: There is evidence to support the thesis that where there is an administration-faculty commitment in truly integrated schools the transported minority students succeed.[5] However, it appears that in the great majority of our schools into which these students are transported this may not be the case.

Schools are truly integrated when all of their classes and programs are arranged heterogeneously so that there is in each student group activity a mixing of the resident and non-resident students.

Noticeably, in the New York State schools that are transporting students with the goal of integration, the commitment

appears to be lacking, or given the commitment, the facilities are often inadequate to offer much more than the physical bringing together of students.

The non-resident minority students are usually placed in lower track classes (classes with the same subject name but which cover a minimum of the material). These classes thus have the appearance and makeup of the classes in the school from which they came, but with the addition of an atmosphere of hostility.

The crowding in some of our larger metropolitan areas demands split or overlapping sessions. Thus, the nearby resident student often starts school much earlier and leaves much earlier than does the transported student. This results not in group mixing but in group separation.

These groups do not mix outside the organized classes and programs, which is where the whole program really should start. The Commission observed schools in which the halls were informally divided. By informal student arrangement, the transported students gathered at one end, while the resident students gathered at the other end.

In the cafeterias, lunchrooms and libraries the situation was usually the same, each group having its own set of tables with little or no mixing.

On the streets as in the school, the students are beginning once again to gather in organized gangs with "named jackets" and insular activities. They gather in these small groups and express the very limited interests of the few members

rather than those of any ethnic group or school community. Especially in the schools, these groups further fragment the population. Experience has shown that where these "gang" groups exist this friction often promotes unrest which escalates into violence.

It may sometimes be true that the opinions, and thus the attitudes, of the students are not always supported by the facts. If a student believes that a person or group is hostile, even though this is not the case, his attitude will be one of suspicion and reflected hostility. However, it is these opinions of others and attitudes toward others which determine their acceptance of the transportation program and their behavior.

The non-resident minority students have often claimed that they are picked on by administrators and staff. They feel that they are constantly watched and cited for minor transgressions when the resident students are not. Additionally, they say the administrators suspend them more often and with less cause than they do the resident students.

The transported minority students tell of many insults that are directed at them by the other pupils.

The Commission was told by some minority non-resident students that they were put into courses that made them look "dumb", that after a while they began to feel "dumb". This was expressed even in regard to the special ethnic study courses prepared by the staff. However, this feeling about these special courses appeared to lessen when the courses had been instituted as the result of demands presented to the administration.

Movement of Students to Achieve Integration

These transported students remarked that the other students didn't want them, so they stayed together and they felt safer that way.

Conversely, many resident majority students feel that the other students get special treatment from the faculty and administration. It is alleged that serious infractions of rules are overlooked. Some say non-resident minority students have cursed the teachers and administrators, and the staff has looked the other way. Resident students say if they did this type of thing they would be expelled.

Some students, both majority and minority, feel that the administrators and faculty are afraid of the transported minority student.

The majority student says much the same as does the minority student about the lack of intergroup relationships. They feel that the transported students want to hang around together and do not want to join with them.

In view of all this, a desire on the part of all the students to get together is not overly apparent. It further appears that the present system of balancing is doing little more than putting them in the same physical surroundings and little to help them get together. Divisions are being widened, not lessened; tensions increase, not decrease.

There must be a commitment and activity to raise the academic level of the now substandard schools. These schools will then be able to serve the students transported to them as they prepare the local students for transportation into other areas.

Movement of Students to Achieve Integration

Parents: In all ethnic groups there are parents who feel that the present program is adequate and desirable and who are committed to it. However, the majority feel otherwise.

In every group of parents there was an evident resistance to transporting the children over long distance. The measure of distance was subjective and varied from a few blocks for the young to a number of miles for the older pupils.

There are many reasons given in support of this parent attitude.

In minority areas where there are schools which are recognized as not adequately preparing the students, the parents of these children want them to remain in their home neighborhood. They want the local school upgraded. Among these parents there were those who felt that the distant school and its' community were hostile to their children. Some were not opposed to the transporting of their children when the distances were not too far. Many felt that the cultural problems the children had to overcome were so great that they should not enter a different and hostile atmosphere until they had mastered their learning problems.

While they knew that the local school unit was presently inadequate, they felt that they at least had something to say about the local school and could work to make it better. With the children away from their locality, in a school where the majority of the parents were different from themselves, they would have little or no say.

Movement of Students to Achieve Integration

When it came to an actual commitment of increased parent activity in school affairs, it was evident that the increase is minor. For the greater part these minority parents were almost totally involved in an economic struggle to care for themselves and their children, leaving little time for other things. They felt that the school was the job of the administration and teachers and they should do their job. Above all, they demanded that the school should be fair. They were concerned about the bad effects of teacher and parent strikes. They feared the continual crisis atmospheres in the schools which interfered with learning.

Most of the people who were actively involved in the educational progress of transported minority students were already leaders in community and minority activities. It appeared that the statements of these leaders in support of the program to transport students to achieve racial balance did not always reflect the attitudes of the majority of the parents of the transported students.

With very rare exceptions none of the parents in majority areas knowingly moved into or stayed in an area serviced by "bad" schools. To them a very important factor in choosing and keeping a home or apartment was the quality and nearness of the school.

When the balancing program to achieve integration moves children from majority areas to minority areas most of the transported childrens' parents view this as a direct infringement upon their long developed plans for themselves and their children.

Movement of Students to Achieve Integration

When the program moves the children from minority to majority areas, however, the host majority parents fear and believe that bringing these minority students into schools in majority areas lowers the academic level of these schools because of the "inferior preparation" of the minority students. Most of the minority students are black and Puerto Rican which gives this attitude the appearance of racism. Unfortunately, the children often believe such attitudes to be racist and their behavior in school reflects what they see as the hostile attitude.

ALTERNATIVE BUSING PROPOSAL

Members of the Commission are convinced that, despite the apparent failure of busing, the people of our State cannot afford to lose sight of the original mandate of BROWN both in spirit and in letter. If busing has failed, we can and must create an atmosphere in which every child in our State has the opportunity for an equal education and that equal education must be quality education. This conclusion is not reached solely on moral, idealistic or legal grounds, but on thoroughly practical grounds.

If busing has failed, that failure has resulted in a major cause of academic unrest; the chasms continue to grow; the fears continue to multiply; the incidents grow more numerous; the violence grows more violent and tomorrow; therefore, will be worse than today.

Movement of Students to Achieve Integration

Young people often take one of three roads out of a ghetto--crime, drugs or education. Education, the only constructive road must be made easier to travel, not more difficult, lest we create a form of unrest in the school which can erupt in open war in the school and on the streets.

The search for the means of equality in quality education must be of first priority and our commitment must be total.

In order to put the busing question in its proper perspective, we must again bear in mind that busing in rural areas has long been in use and accepted and that the busing which appears to have failed is the busing solely for the purpose of integration.

Busing for the purpose of integration in most cases takes youngsters from their own neighborhoods and customs and daily way of life. They are forced to spend the entire school day, a good part of their life, in an alien and strange atmosphere and way of life which, if only for that reason would appear hostile to the child.

Many see this compulsory nature of the present busing programs as a reason for their failure. It is suggested that if all districts had wholly voluntary programs of open enrollment, students could go to any school that they wished within the district, that there would be greater probability of the programs achieving their objectives.

The Commission feels that the discussion of busing apart from other educational considerations has clouded the

understanding of the problems of school integration. We feel this discussion of busing of neighborhood school children alone removes it from the educational and legal framework which the BROWN case laid down and has transferred its consideration to an emotional and political issue. This is not to say that we do not recognize the practical difficulties, the parents' fears and emotions, which accompany any efforts to integrate schools and certainly emphasize the apparent failure of busing.

The Commission further recognizes that complicating this is the new and growing thrust for ethnic identity which may appear inconsistent with integration. However, we believe that means can and must be found to foster a positive concept of integration.

The Commission feels that it is urgent to combine academic and physical safety in a positive human relations environment and that this can be achieved by the following steps:

1. All interested groups, church, parent, teacher and community, representing all ethnic groups must be involved in the planning process.
2. These groups must develop an overall strategy for building support and meeting opposition for any integration plan before putting it into effect.
3. It must be understood that education is more than a simple process of formal learning and another part of education is experience of the youngster. This experience is a most important element in

the entire integration effort, and like any other educational experience cannot be accomplished all in one gulp and all at one time.

We believe results can be achieved by starting with the lowest grades. If the youngsters did not have to mix each day, all day in a highly structured educational experience, but rather if they had to mix only part of the week and at an unstructured level, such as play, shop, music, and endeavors of that nature, a more harmonious atmosphere and understanding of each other would result. This would create the exposure without the competitiveness of formal grading of formal subjects. And, if limited to part time, it would lessen the trauma of the change upon each youngster.

We, therefore, conclude that integration efforts should stress exposure as we have already seen it function in athletics and other competitive extra curricular activities.

It would appear in view of the depth of the feeling aroused throughout the State and the Nation in connection with busing that there is a major all-out busing program involving the great majority of our children. This, however, is not the fact.

The number of young people who are being transported in and about school districts pursuant to court or administrator ordered desegration plans is a small part of the whole approximately 3%.

Movement of Students to Achieve Integration

In the great majority of those areas in which this has taken place, there occurred in varying magnitude a division of the population as to the propriety of the transportation solely for desegregation. These local disagreements and conflicts spilled over into unaffected areas and the controversies have become of statewide and national dimension. The result is that this school oriented issue has assumed a social and political significance without direct relation to the numbers immediately involved.

One of the most controversial court-ordered forced busing desegregation rulings of the past year was the plan handed down by the federal court for Charlotte, North Carolina[6]. It is interesting to note that prior to the court ruling, the number of children who rode the buses in Charlotte was 47,076, and the number who were bused on a compulsory basis a year later as a result of the court order was 48,849, a difference of 773 children.

These figures can only lead to a conclusion, and we believe a factual conclusion, that it is not the numbers of children affected, but the emotions and fears and concerns, justifiable or not, which have really led to the prominence of the issue in our present daily life. However, the small number of children involved, plus the lack of availability of figures dealing with the numbers involved in court-ordered compulsory busing, hinders efforts in developing a basis for a factual conclusion as to the value of compulsory busing, if any. On the

other hand, and highlighted by the relative lack of data, the conclusion is inescapable that the non-educational pressures described previously have primarily contributed to the widely held belief that busing is failing.

This conclusion leads us squarely into an area which this Commission has previously discussed. The subject can best be put in a question; is the educational system per se failing, or have the tensions of our time, the social pressures, the speed-up in communications, the speed-up in mobility, and other attendant factors so intruded into the school that the schools have been changed into a vehicle primarily for social change? This, in turn, raises a major question; can any system designed primarily to educate survive and fulfill its function properly under the impact of these extraordinary and immense pressures? And this, in turn, raises what must be the most fundamental question of all; shall the school remain primarily a vehicle for education or shall the school become principally a vehicle for social change? One would hope that from proper education, necessary social change would evolve.

This Commission believes that despite the fact that immunization of the school from the community has never been and should not be complete, we nevertheless believe that the community must learn that the school must remain principally a vehicle for education.

Especially in the elementary school, it is imperative that the basic learning skills be developed. Too often, by

adherence to ingrained approaches, differing social values and outmoded teaching methods, there is no attempt to relate the child's world outside the school to his world inside the school. There is a need to accept social situations and social differences for what they are. There is need for members of the educational community, administrators and teachers, to accept what exists and to work with the children in the knowledge of this acceptance. We ask the young people to modify and adapt to the school system. It is equally important that those in the school system modify and adapt to the child's understanding of social order and acceptance as learned outside of the school.

This modification does not suggest that we should have social workers rather than teachers to carry out educational functions. Even if we could develop such a group, the Commission doubts the desirability of doing such, as there is a body of fundamental knowledge which is undisputed and which all teachers should teach everywhere. Conversely, because of their very nature, there will never be unanimous answers to social questions which social workers could teach everywhere. It is questionable whether the youngsters in elementary school have reached a stage of experience, maturity and wisdom in which they can cope with and master major social and political concepts without doing violence to their ability to master basic educational skills.

The role social worker, instead of teacher, is not the goal. However, teachers must be aware of the world from which the child comes, accept that world and use the values and

language of that world to teach the children in a primarily educational setting rather than in a setting of social experiment.

It is the Commission's observation that the atmosphere of social experiment in the school is gaining inordinate priority.

Various civic groups and pressure groups and crusade groups, no matter how well-motivated, are impressing the youngsters with their particular version of what is wrong and how to cure it, so that the youngster is beset on each side by these conflicting views. Additionally, as these groups become more and more articulate, the family and small peer circle of the youngster find themselves involved in the endless ideological battles and the youngster is further exposed to them constantly in the home and among his friends. All this at a time when he has not had sufficient opportunity to form and develop so that he might be able to keep all of these fundamental questions and differing answers in proper balance.

The conflicts confuse him as he enters the educational atmosphere. If from a ghetto area, along with this confusion he carries the despair and degradation of poverty, family discord, and drug culture with all of their deadening affects. He enters prepared to learn, but instead finds himself in a debating atmosphere. All of the foregoing tends to dilute and impair rather than enhance and strengthen the true educational atmosphere.

The social pressure of the daily requirements and responsive school curriculums are geared to creating out of

every youngster, no matter his wishes, his desires, his aptitudes his talents or his dreams, a modern Renaissance intellectual man. Such a quest is fruitless and counterproductive. The youngster who wants to do something with his hands or a machine or fix a pipe or work with electricity or be a carpenter or a bookbinder often must take courses which include Old English authors, despite the fact that no steam pipe or engine or carpentry has ever been known to talk to the youngster in Old English. Many young people who do not want to go to college report that they are unable to find out what programs they are suited for, which they can take and which will equip them to find work when they finish school. Many who are seniors and about to graduate do not feel that they have any skills to honestly offer an employer. The extremely broad illustration highlights a dramatically broad gap in our educational system, the apparent neglect of occupational and vocational teaching. Though there has been a recent increase in occupational and vocational programs offered to our students there continues to be a greater need. Additionally, these programs were considered as step children of our system in which only the less able were enrolled. The Commission noted an attitude among students and some faculty that places the occupational or vocational student in a "second class" position. Thus, there is a social gap within the school society which reflects the apparent gap in our educational system.

Often this gap has been described as a failure of the administrators in the educational system, but the Commission is constrained to relate it also to social pressures acting upon the system, since the social pressures of the day may require a Bachelor of Arts to apply for a job as a shipping clerk.

It would appear that we have digressed a great deal from transporting students to achieve balance, but in fact we have not.

In Brown vs. the Board of Education, as we discussed in another part of this report, the United States Supreme Court at no time mentioned busing. The heart of the decision was an absolute mandate that every child should have the right to an education free of any segregation imposed by legal barriers. Never in that decision did it mandate or even hint at a concept in which the integration or lack of it in any educational system should be judged by whether the school population in each school was a percentage mirror of the population in the general school area. In fact, in affirming the Charlotte, North Carolina ruling referred to previously, the Supreme Court stated the following:

> "If we were to read the holding of the District Court to require as a matter of substantive constitutional right, any particular degree of racial balance or mixing, that approach would be disapproved and we would be obliged to reverse".

In other words, the lower courts have blurred the distinction and have further compounded this error by blurring the distinction between segregation imposed by law (dejure) and segregation resulting from neighborhood ethnic patterns (de facto).

Movement of Students to Achieve Integration

While the entire public does not have an understanding of the Supreme Court ruling, they are conscious of the results of the ensuing administrators' orders. Therefore, the confusion; therefore, the fear; therefore, the concern and above all; therefore, social pressures based upon those factors which again intrude upon and confound the educational system resulting in unrest and disturbance in our schools and the communities.

There is, however, little apparent confusion among the majority of those interviewed regarding what they feel to be the solution. To them equal opportunity and quality education should be provided to the student irrespective of the community in which he lives, together with voluntary expanded enrollment rather than compulsory busing.

Footnotes

1. Brown v. Board of Education 346 U.S. 483 (1954).
2. Bradley v. City Board of Richmond, Virginia
   USDC Eastern District of Virginia (1/10/72)
3. Bradley v. Milliken USDC Eastern District of Michigan
   40 US Law Week 2192 (9/27/71)
4. Classroom Racial Balance and Students' Interracial Attitudes
   Koslin,Koslin, Pargament and Waxmann; Riverside Research
   Institute, New York City, New York 1971
5. Weinberg, Mayer; Desegregation Research & Appraisal
   Bloomington; Phi Delta Kappa 1970
6. Swann v. Charlotte - Mecklenberg Board of Education and
   North Carolina State Board of Education v. Swan; 402 U.S. 1
   (1971) and 402 U.S. 43 (1971)

SCHOOL - PEER-GROUP SOCIETY

In the last year, surveys and interviews throughout the State show that in the urban and highly populated suburban areas, the gang society is re-emerging. In one New York City Community School District, 73 gangs were identified by the District Administration in the Spring of 1972.

We find that there are gang members and members of gang auxiliaries in some places in the 4th and 5th grades. We are observing a slightly different phenomena from that of the Fifties in that the gangs and their affiliates are in Primary School, Junior High, High School and beyond.

Confidentiality is a most prized attribute among the members of these organizations, whether predicated on the individual's strong need to belong to a closely knit recognizable group or merely upon peer-group pressure. This reticence to communicate externally impedes research focused on these groups. Given that the members of these organizations prize secrecy, a number of characteristics become evident which can be safely reported.

The names under which these organizations exist depend upon the community. In the metropolitan New York area and its environs, the organizations tend not to be school oriented at their inception and their names unassociated with the school, i.e. The Barons, The Masks. In the upstate New York urban and suburban areas, the organizations claim the name-style of fraternities or sororities. Irrespective of the name-style and locus of organization, the activities are not determined by type of formation or community of formation.

Although difficult to attain the available information indicates that, especially in the teeming population concentration, these groups claim to be motivated toward ends which would be found acceptable by the majority of society. While not universally a fact, many of these groups of young people want the streets cleaned up and hard narcotic merchants removed and a chance to be actively involved in the bettering of the block, neighborhood or greater community. They say that there is a need for improvement in the visible governmental services especially in the Sanitation, Police and Fire and they wish to be involved.

For the greater part, the members of these organizations in the urban areas see little opportunity for them to enter into the services in the usual and only apparent ways. As a consequence, they determine to be self-starting and attempt to achieve these things on their own turfs.

The foregoing is the best side of the coin, there are many groups, whether they are called gangs or fraternities or whatever, which seem to be held together by a mutual rejection of the dominant societies' codes and morality. Their observable activities show little performance which would be acceptable to the larger society.

Effect On The School

The proliferation of these groups and the attendant increasing numbers of members represents a serious concern to the educational administrators and faculty. These groups are characterized by a great cohesiveness and loyalty. When any one member is thought to have been abused, embarrassed or in any way wronged, all the members respond with a compassion peculiar to the membership. This represents a challenge to the maintenance of order and discipline within the school. When any member is critized or disciplined by a teacher or an administrator, there is very often a group response manifested by a rejection of the constituted authority of the school.

With increasing frequency, where these groups exist, individual matters of discipline and correction escalate into group negotiating sessions. The sceptre of this result causes faculty and administrators to be extremely reluctant to discipline students. A situation wholly incapable with the prevention of chaos and the maintenance of a climate in which students can be educated.

When administrators determine that a given student is a constant disruptive force within the present school setting they must move toward correction. In those districts which have more than one school at any of the levels of attainment, the administrators engage in the questionable but often only available practice of changing the school environment. They transfer him or her to the same grade in another school. The gang society presents problems here also.

If the student is generally known, and they most often are, as a member of a given gang, the transfer must be carefully arranged. In addition to any consideration of the educational and disciplinary

needs of the student, there is another factor. For the safety of the student and the maintenance of order such a student can not be transferred to a school considered as a part of another turf, a school in which another gang is dominant.

In other areas, maintenance of geographic control is not a predicate to the integrity of the gang. However, frictions associated with strong membership and organization maintenance prevail throughout.

What To Do?

Confronted with an existing situation which gives strong indication of becoming more prevalent, two gross options are immediately apparent.

A "do nothing" policy can be adopted or a policy of involvement can be pursued. The first policy leads inexorably to a continuation and exacerbation of the conditions previously outlined. The latter policy of involvement, while demanding inovation and circumspection could harness the energy which motivates some of these young people. A hands-off approach could lead to societal disruption and educational chaos.

If it is true, as it appears to be, that these young people are seeking a self identity by aggregation and articulation, joining together to speak as one, then the greater society should be able to assist and channel these desires for good. This is especially true of the educational community, the place at which these young people spend much of their time. When expressed by young people, members of these groups or not, the desire to be involved in cleaning up

the drug problem and cleaning up the environment tacitly suggests a disenchantment with the attempted solutions of the greater society and especially governmental units.

These young people are not impressed by the success of Black and Spanish Surnamed national figures. They want to hear about the positive things that happened to someone from their block or their neighborhood. At the school age level, there is little suggestion of the desire or need for the national hero model but they make reference to the person who has made it on the Police Force or who has a steady job as a secretary, or who has become chief custodian of the school building. While the real evidence indicates appreciable general progress in the utilization of these groups in middle class positions, the advances are often seen as limited by young Blacks and those with Spanish Surnames.

The American dream of better education for each of its citizens has brought with it the up-grading of the educational and entrance requirements into the less sophisticated positions. Especially in the inner-city, a high school diploma is a hope and a junior college degree or bachelor's degree an unfulfillable dream to most. While the greater accessibility of the State University and the Open Enrollment program of the City University of New York had increased the opportunities available to young people, the average gang member despairs at obtaining the level of education deemed necessary by the dominant society.

The close observers are aware that society cannot be changed overnight but it is felt that segments of the society can change enough to ameliorate and hopefully remove the barriers in the future.

It is in the visible governmental services that the young people see the greatest shortcomings. Rightly or wrongly, they often feel that police do not properly police, that sanitation men do not properly sanitize, that teachers do not properly teach and that social workers do little for their society.

The educational community has led with recognizable success in the use of para-professionals for low level and non-professional tasks in the schools. There is a greater need to merge the talents of the educational system with the needs of the greater society in a visible and productive way.

If such a merging is to be successful, there will have to be a redefinition of the entrance requirements and training schedules in many areas. There will have to be an awareness and openness on the part of the Labor Unions, both craft and industrial, on the part of the public and private administrators and especially on the part of government and public employees organizations.

It is in government employment where the greatest opportunity for economic and social upward mobility exists for these people. Often because of traditional or stylized entrance requirement, these groups have been barred from taking examinations or entrance into lower civil service positions. It is widely believed that the requirements for these introductory civil service positions are often excessive.

The public employee organizations and government must examine the civil service requirements to allow competent but uncertificated young people to enter civil service.

It is suggested that municipal agencies be involved in the planning of a program in which young people between 18 and 25,

who are high school graduates or show equivalent ability, would be employed and educated at the same time. A type of cadet program. In the City of New York, particularly, this would mean entry into the visible service departments, fire, police, sanitation, etc. by a route other than or in conjunction with the service academies. In spite of the efforts and the publicity given to the present "uplift" programs, many of these young people feel that they have no opportunity to obtain meaningful positions in the general society. This is one of the reasons they find the alternative gang society more credible and comfortable.

It is toward these gang members and their non-joining peers that this program would be aimed.

Under this program, governmental services which admittedly need improvement and suffer from man power shortages due to financial pressure would profit. The student gains in being trained and in the opportunity for a meaningful position as the agency gains additional man power from these trainees by utilizing education dollars spent on their training. Obviously when these trainees have completed the program, the agencies would have experienced personnel for regular staffing. By continuing the program, there will be this constant cadre of trained personnel and a continued force or trainees in service.

Unions and industry must join education not only in promoting, but in funding training programs for these young people. Administrators must, in conjunction with the former group, realistically apprise those doing the training of the opportunity of employment and as importantly the opportunity of advancement. Young people in the 18-25 group often tell that after attending training

schools they cannot get jobs. One young man attended three training programs and was still unemployed.

It is suggested that greater emphasis needs to be placed on the "work-study and learn" programs of education for those desiring para-professional positions or craft occupations. Such programs which now exist in the high schools must be enlarged and strengthened. More attention needs to be given to programs of part-time formalized "in-school" study and productive learning positions on a part-time basis.

These programs are being tried today on a small scale and with success. However, a state-wide committment is needed on the part of education, industry, unions and government, if we are to prevent further unrest in our schools and continued disruption of our society.

CHANGING SKILLS IN A CHANGING SOCIETY

Our ever changing society presents an ever changing demand for occupational needs and skills. Population increase requires greater numbers with skills in the older but still relevant occupations and professions. Some of the newer skills are built into older crafts, as in the modular housing industry and some other of the newer skills were never dreamed of twenty years ago; as in the computer field.

As we moved into the post industrial society, this same society fostered the myth that the only true way to success and happiness was a college diploma. While this myth was reinforced there grew the concomittent belief that there was something degrading and frustrating about the life of the craftsman, artisan and nonprofessional worker.

In response to and in support of these general beliefs, the educational community geared itself to accommodate the society which it serves and leads.

Greater emphasis was placed on the academic college entrance programs while the technical and nonprofessional programs became step children.

Our society becomes more service oriented each year. As a nation, and a state, we are moving toward a time when we will produce more services than goods; man gives services while machines produce goods.

The United States Department of Labor has recently indicated that less than 20% of the occupations of the 1970's will require a college education. Yet we continue to emphasize the college degree as the most rewarding goal for a young person.

The Commission has found that many young people are advised that there is and will be a need for a great number of trained people who are not four year college graduates. However, the Commission also has found that many of these same young people have not been advised of the opportunities and satisfactions of these occupations. Many students while getting a general statement of the societies' need are not getting the facts which will aid in decision.

Thus the student is given a few facts with which to make a balanced choice in the face of the prevailing ethic of college attendance.

In another section of this report it is pointed out that approximately 50% of our present high school sophomores will either physically or mentally drop out of high school before graduation. This figure though startling offers a challenge.

In schools where the students are career oriented the level of dissatisfaction and unrest is notably lower than in the general academic institutions. This has been true for the college engineering, law and medical schools as it has been in the secondary vocational and technical schools.

It has been suggested that these students see more readily than do those in general academic programs the relevance of their educations to their lives after graduation. Further that they

understand the need of society for their skills and opportunities for them to lead a profitable and successful life.

There is a need to begin at the lowest possible level to acquaint young people with the opportunities and rewards of service occupations. It is felt that this should start in the lowest grade in injecting such material into the reading and math courses. The programs should continue through the grades so that when the time for career planning arrives the student has a solid basis on which to make a choice. It is erronious to define the students' career choice as a free one for the choices have never been made clear.

There is a dramatic need for business, industry, unions and government as well as educators and counselors to become involved in the production of a new climate in which the students get clear factual information which will make his choice free.

In parts of the State the BOCES movement has begun to furnish the facilities for the training of these young people. However, the student must make a choice to attend. This brings the problem back to the students' original school and the information services.

In conjunction with the general paucity of information about service careers, it appears that there is a prevailing social stigma to attendance at the BOCES Center. When the BOCES student is in his home school for academic subjects he is often considered as "second class" by the students in the academic programs. The schools must work diligently to dispel this reflection of the college graduation myth.

It is evident that society and its educational institutions have for too long denegrated the service and craftsman occupations while extolling the college baccalaureate.

Commerce and industry have for too long been unclear in stating their future needs, unions often have been ultra-restrictive in allowing entry into the crafts, government has become too elitist in the often over-requirement of a college degree for a job or promotion and educators too college involved.

The future is clear. If we do not attack this problem immediately and head-on, we face the danger of over-education and under-employment and the following frustrations. We face the danger, not of a restive school population but of a society in a constant state of unrest.

WHY THE DROPOUT?

School dropouts contrary to generally accepted opinion are not just those students who physically leave school but more tragically also those who are mentally turned off in the school and ultimately are given a diploma which is merely a certificate of attendance.

Irreparable harm and injustice has been done to this group of dropouts because they are cruelly deceived by a system which gives them credentials that they soon discover have little value.

Recognizing the magnitude of the dropout problem in our educational system, the Commission has been engaged in a statistical study in an area that is not only unique, but to our knowledge such a study has not been attempted on such a scale before.

The study was designed to measure the attitude of students toward school. It was designed to identify the "alienated" student, the one most likely to drop out of school. It also indicates the "area" which is most bothering him; such as, Teachers, Education, Peers or Parents, or School Behavior. The purpose is to pin-point a specific problem in an area.

The most shocking revelation of the study indicates that statewide 50% of the students will either dropout physically or remain in school as a mental dropout.

Results of the survey disclose students attitudes leading to dropouts were fairly evenly divided as to teachers, value of education, peers and parents and school behavior.

Why The Dropout?

The survey was based on the Demos D Dropout Scale devised by George D. Demos, Ph.D., of California State College at Long Beach, California, an authority on students' attitudes. It consists of 29 statements to which the student indicates an attitude of being in agreement with nearly always, most of the time, sometimes, very few times, or nearly never. This list of 29 statements was given to 2,004 students in the 10th grade in 38 schools in New York State, 47.5% were in urban areas, 29% in suburban areas and 23.5% in rural areas. Ethnically, 70.2% were students in predominantly white schools, 19.1% were students in predominantly black and Puerto Rican schools, 8.4% were in schools with a fairly even population of white, black and Puerto Rican students, 2.3% were in a school which did not supply data on the ethnic distribution.

The responses of these 2,004 students were computed, correlated and analyzed and revealed that the probabilities based on the results of the survey indicate that there is an even chance that at least one-half of the students will either physically drop out of school or remain in school physically, but mentally drop out. That is, some of this number will continue with their classes to graduation, but will have lost interest to the extent that their last years in schools will be of little or no educational benefit.

While the students who have reached the 10th grade have established attitudes and patterns of behavior through their experience in life both in and out of the school, they need not

be a lost cause. Programs in which the student is considered as an individual and in which developed curricula and projects attract and hold the attention and interest of the students can in some cases reverse this negative trend.

Idealy priority will be given to concentrated efforts of early identification of potential dropouts. The research instrument, the Demos D Dropout Scale, can be used for such early identification and in the development of a program to reclaim these children.

The findings of this study present an overwhelming challenge for a thorough re-evaluation of our entire educational system and its objective responsibility; and accountability to the public.

VANDALISM, CRIME AND VIOLENCE

Extensive examination of the secondary schools of New York State reveals a continued escalation of vandalism, crime and violence.

The use of narcotics, both marijuana and hard drugs, extortion, assault and vandalism are occurring with regularity within the school buildings and on the school grounds.

Students, faculty and administrators report that drugs are being tried and used by students in lower grades and at a younger age than ever before. While it appears that the older senior high school students are less prone to use hard narcotics,reports are that 80 to 85 percent of the students have experimented or used marijuana.

The frightening revelation is that the younger students are becoming more involved with drugs. Many with whom the Commission was in contact felt that the drug education programs in the lower grades were inadequate. Also that the surveillance of the students was often inadequate. In large urban schools proper surveillance is an almost impossibility unless the classroom teacher becomes aware of the individual problem.

Those in the schools and some individuals outside but concerned noted that large numbers of the students who became involved with drugs have no one to go to to discuss their problems. These involved children fear exposure to law enforcement authority if they seek out a teacher or counsellor.

There is needed someone in each school setting who has the same confidental status as the doctors, lawyers and the clergy. When there exists such a person and the fact is

well publicized then most of these young people will seek assistance in defeating this sometimes fatal but always dehumanizing habit.

At a time when violence seems to be on the wane on college campuses it is becoming a way of life in some of our secondary schools. Especially in the urban areas. The threat of assault on the individual or groups is ever present.

Administrators, faculty, students and parents relate that extortion exists to a greater degree than reported. That children are threatened by other children for dimes and quarters. The victims fearing reprisal by the extortionist are reluctant to report the event.

The schools are experiencing petty and major thefts. The reports received by this Commission vary from small change from a locker, to the theft of a teachers pocket book to thousands of dollars worth of equipment taken from labs and business course rooms.

These thefts of equipment coupled with the vandalism reported, the breaking of furniture, windows, marking of walls, breaking of toilet's, etc., symptoms of the unrest in our schools, are costing many thousands of dollars each year.

VANDALISM, CRIME AND VIOLENCE

In many of the schools there is an undercurrent of almost, but not quite, illegal, anti-social activity below the level of criminal violence; actual violations of the penal law and provable vandalism. While the law breaker should be dealt with according to our laws, those students identified as incorrigibly disruptive warrant attention. Every effort should be made to redirect the disruptive student before his conduct escalates into law breaking.

Today these incorrigibly disruptive students are often transferred to special schools or special classes. These special schools and special classes are, for the most part, unsuccessful in motivating these students to education; serving but a custodial function during the school day. Where the staff is highly motivated, and many are, the facilities are inadequate and trained staff too small.

There continues to be a need for adjunctive schools, both public and private, with psychological and guidance staff, as well as educational staff. It is felt that such schools would give the disruptive student the understanding and help not presently available in our school system.

In our schools, whether in urban areas or not, wherever there is a mixing of ethnic groups, of minority and majority students, there is an obvious need for greater efforts in intergroup relations. Factional disagreements which escalate into disruption and violence

are regularly reported to the Commission.

The research of the Commission while not yet complete does not support the view, put forward by some, that conditions in the schools are no different from that in times past. There is every indication that this situation will become worse if left unattended.

PART I

SECTION III

RECOMMENDATIONS

(Secondary Schools)

Recommendations to the Parents and People:

1.) The local school is the most valuable resource in any community. In and on its campus the futures of the young and consequently of our state are being shaped. The citizens of the community served by the school must become vitally interested in its workings and its success. To do this we recommend:

   a. Attendance at school board and parents association meetings as well as the "open house" days at the schools.

   b. Use these meetings and days and any other individual or group method of communication to learn of the goals and activities of the school. It is urgent that the members of the community and especially the parents use the available channels of communications and open more where ever possible to become contributing agents in the education of our children.

2.) Understand that as a society we have over emphasized the college degree as the only way to a satisfying and successful life. There are many valuable skilled occupations which do not demand the four year college degree. Learn of these opportunities from the school

Recommendations to Parents and People (cont'd)

personnel and acquaint the young people with them. Not all children want or should go to a four year college.

3.) Learn of the courses offered by the school and those available to your child, assist him in making his choices and continue to know how well he is doing throughout the year.

4.) Be aware that rumors about activities at the school may be misleading. Get all the facts before reaching conclusions.

5.) Understand that marijuana and hard drugs are a problem in all areas of our state. Take every opportunity to further your knowledge of drugs and discuss the subject with young people.

6.) Make use of the school as a community center in which groups of different backgrounds can get together for good rather than as a place of focus for acting out disputes.

7.) Set a good example to young people by rejecting any activity which closes the schools or disrupts the education of the students.

Recommendations to School Administrator's, Boards of Education and Teachers

1.) Recruit more prospective teachers from minority groups.

Cooperation of local community groups should be sought. Minority group students should be encouraged to specialize in their future training in areas such as remedial reading, math and guidance.

2.) More and better use of Para-Professionals should be made as teacher and guidance assistants.

There are many activities within the schools that do not demand a teachers professional training. Considerations of productivity, economy and order compel greater employment of these people.

3.) Modern methods should be employed and more effective use made of attendance teachers.

Absenteeism and chronic tardiness, symptoms of unrest, present a mounting problem in our schools. Present methods, especially in urban areas, do not meet todays needs. In the large schools computer applications are needed to inform parents and maintain honest records.

4.) Local "in-service" course should be offered to teachers.

Regular workshops should be compulsory for teachers to help them maintain their skills in dealing with the changing student body. Such workshops should cover but not be limited to the areas of drugs, the disruptive

Recommendations to School Administrator's, Boards of Education and Teachers (Cont'd)

students and understanding the students' life style outside the school.

5.) Programs for teaching basic skills should be standardized.

Schools are in danger of becoming laboratories for education and children transferring from one school to another become frustrated and restive. Often they find themselves behind others and faced with entirely new and strange methods and procedures.

6.) Adequate remedial programs should be available to students of all ages.

While ideally basic learning difficulties should be spotted early in a student's career, too few are. Efforts to diagnose defects early should be strengthened. Additionally opportunities for remediation should be available at all levels so that later discovered disabilities can be corrected before the disabled student becomes frustrated and disruptive.

7.) Programs and materials, both curricular and extra-curricular should be available in greater numbers and amounts to acquaint and assist the students in deciding on a future career.

There has been an emphasis on college education to the near exclusion of informed student consideration of meaningful non professional occupations.

8.) Involve students in student government to teach responsibility and promote the principals of good citizenship.

Recommendations to School Administrator's Boards of Education and Teachers

Student government should operate with minimal interference. The areas of autonomy should be clearly defined. Involvement in self-governance is an occupation which developes responsibility and minimizes anti-social activity and unrest.

9.) Make greater use of community resources through field trips and guest lecturers.

Students are searching for academic studies which relate to their out of school lives and their futures.

In every community there are opportunities, many untapped, to broaden the learning process. While not all have zoos and botanical gardens there are woods and farms, public libraries and police stations and court buildings near by. In each community or near by there are willing individuals with expert experience who could expand the focus of the classroom as guest lecturers.

Students have become frustrated and disruptive when unable to see a relationship of school to life.

10.) Re-examine policies for promotion of students.

Many children arrive in junior high school and high school without the skills necessary to do the grade level work. Promotions of students because of age, the mere repeating of grades or the use of artificial acceptance achievement levels have not been successful and have contributed to unrest.

Recommendations to School Administrator's, Board of Education and Teachers (cont'd)

11.) Develop in the schools an atmosphere of openness and equality.

Many on school staffs evidence attitudes which impede the learning process. They often have low expectations of children, especially minority children. They prophesied low achievement and then fulfilled the prophecy through inferior placement and adopted curriculum.

12.) Enlarge lines of communication.

Make opportunities for open discourse between administrators, students, parents, teachers and the community in an atmosphere of mutual respect to air differences and resolve problems.

13.) Adopt an understandable set of rules for conduct and maintenance of order.

The formulation of these rules should include the consultation with all segments of the community; school boards, administrators, students, parents and teachers. Once adopted they should be clearly explained and widely circulated.

14.) Mechanisms should be established to anticipate unrest and disorder and procedures adopted to cope with emergencies.

Too often schools are involved in disorders which were not anticipated and for which no plans were made. Such lack of preparation has often exascerbated the

the disturbance resulting in greater unrest and extended loss of classroom time.

15.) School guidance counsellors give great attention to the day to day problems of the young people as well as curriculum planning.

16.) Classroom teachers be encouraged to council with their students in the first instance and refer serious problems to the school guidance counsellors or school psychologists.

17. Current programs of vocational - occupational training be extended.

That as part of this implementation there be included work study and learn programs in which the students work outside the school in activities related to their studies in school.

18.) Re-examine and strengthen drug information programs.

The extent of drug use by young people in our state attests to the lack of success of present programs. While some small progress is being made it is markedly inadequate. Students are not convinced by the present curriculum and relate that it is impersonal. Consideration should be given to developing a truly one to one confidential atmosphere within the program.

19.) Teachers' strikes which close the schools disrupt the learning process and create conditions of unrest among students.

Recommendations to School Administrator's Boards of Education and Teachers

Administrators and school boards as well as faculty should reject such strikes as a method of resolving differences.

20.) That any program - be it busing - or otherwise, which has as its goal racial integration of the school, should include, but not necessarily be limited to, the following inputs:

a. All interested groups, church, parent, teacher and community, representing all ethnic groups must be involved in the planning process.

b. These groups must develop an overall strategy for building support and meeting opposition for any integration plan before putting it into effect.

c. It must be understood that education is more than a simple process of formal learning and another part of education is experience of the youngster. This experience is a most important element in the entire integration effort, and like any other educational experience cannot be accomplished all in one step and all at one time.

21.) Beginning in the lowest grade, students of different ethnic and racial backgrounds should be brought to-

gether at an unstructured level in such activities as play, shop, music, and athletics. This would create exposure to each other without the competitiveness of formal grading of formal subjects and promoting a harmonious atmosphere in understanding one for the other.

22.) That in those school districts which have more than one school in each of the progressive steps (primary school, intermediate school, high school) there be instituted a system of open enrollment so that students living anywhere in the district might attend any other school in the district irrespective of school community boundaries. That transportation be supplied for those students wishing to so enroll.

23.) That administrators and faculties develop methods of teacher evaluation, tenure grant and salary reward which include as a major component the professional evaluation of faculty members by faculty.

Recommendations to Students

1.) Make use of and strengthen the existing student organizations.

It is true that many students feel that student government and similar organizations are captives of the school administration and thus do not represent student sentiment. However, these organizations represent available lines of communications which can be strengthened by students and become true student spokesmen.

2.) Reject vandalism, disruption and violence as a way producing a different environment.

Uncomputed, but vast sums of money are spent each year to quel violence, prevent vandalism and minimize disruption. The outlay of these large amounts of money do not substantially improve the school environment, buy books, pay for field trips, hire additional teachers or expand the curriculum.

Continued anti-social behavior further delays the improvements which many of the students desire.

3.) Learn of the efforts being made to better the schools by government, school boards, administrators, faculty, parents and citizen groups. Once familiar with them, work with them through these legitimate means to bring about change.

Recommendations to Students

4.) Examine carefully the opportunities and satisfactions of non-professional occupations and skills as well as college graduation when choosing a lifetime career.

5.) That all students, regardless of color or social position, strive to understand each other and become concerned one for the other. In this way promoting a school society of reason which could serve as a model for the older society outside the school.

Recommendations To The Board of Regents
And The Commissioner Of Education

1.) Programs for teachihg basic skills should be standardized.

Schools are in danger of becoming laboratories for education and children transferring from one school to another become frustrated and restive. Often they find themselves behind others and faced with entirely new and strange methods and procedures.

2.) Modern methods should be employed and more effective use made of attendance teachers.

Absenteeism and chronic tardiness, symptoms of unrest, present a mounting problem in our schools. Present methods, especially in urban areas, do not meet today's needs. In the large schools computer applications are needed to inform parents and maintain honest records.

3.) Current programs of vacational-occupational training be implemented and extended.

Programs explaining the availability of vocational-occupational courses be instituted in the primary and junior high schools. That beginning in the lowest grades there should be programs emphasizing the dignity of the artisan and the craft trades and their important position in the continuing of our society

There continues a great need in our society for manpower below the professional level. There are many special vocations and skilled occupations that demand

training but not a four year college education. Curriculum for para-professional training should be implemented at community colleges in the fields of health services, police and fire services, environmental control and in manual arts.

The "work-study-learn" programs be emphasized in para-professional and artisan curricula in secondary schools and at community colleges. That in such curricula the students would attend school taking courses, while during the same period working off the campus in their chosen fields. In this way, students would be learning both at the school and away from the school, and in many cases, learning so that they could contribute to payment for their educations.

That state and municipal governments study, with the goal of implementing, a massive effort to develope "work-study-learn" programs to meet their pressing manpower needs in vital municipal services. That these programs would ideally include student support by the municipality and a following student commitment to work for the municipality for a given period after graduation.

4.) That the substandard primary and secondary schools, mostly in the inner city areas, be academically upgraded as a most important component of achieving racial balance.

Recommendations To The Board of Regents
And The Commissioner Of Education

5.) That any program - be it busing - or otherwise, which has as its goal racial integration of the school, should include, but not necessarily be limited to, the following inputs:

a. All interested groups, church, parent, teacher and community, representing all ethnic groups must be involved in the planning process.

b. These groups must develop an overall strategy for building support and meeting opposition for any integration plan before putting it into effect.

c. It must be understood that education is more than a simple process of formal learning and another part of education is experience of the youngster. This experience is a most important element in the entire integration effort, and like any other educational experience cannot be accomplished all in one step and all at one time.

6.) Beginning in the lowest grade, students of different ethnic and racial backgrounds should be brought together at an unstructured level in such activities as play, shop, music, and athletics. This would create exposure to each other without the competitiveness of formal grading of formal subjects and promoting a harmonious atmosphere in understanding one for the other.

Recommendations To The Board of Regents
And The Commissioner Of Education

7.) That in those school districts which have more than one school in each of the progressive steps (primary school, intermediate school, high school) there be instituted a system of open enrollment so that students living anywhere in the district might attend any other school in the district irrespective of school community boundaries. That transportation be supplied for those students wishing to so enroll.

8.) Assistance should be given to all local districts in developing "in-service" courses offered to teachers.

Many on school staffs evidence attitudes which impede the learning process. They often have low expectations of children, especially minority children. They prophesied low achievement and then fulfilled the prophecy through inferior placement and adopted curriculum.

Regular workshops should be compulsory for teachers to help them maintain their skills in dealing with the changing student body. Such workshops should cover but not be limited to the areas of drugs, the disruptive students and understanding the students' life style outside the school.

9.) Programs and materials, both curricular and extra-curricular should be available in greater numbers and amounts to acquaint and assist the students in deciding on a future career.

Recommendations To The Board of Regents
And The Commissioner Of Education

There has been an emphasis on college education to the near exclusion of informed student consideration of meaningful non-professional occupations.

10.) That the present system of Regents examinations be examined to determine its effectiveness in today's school settings.

11.) That those students preparing to be elementary and secondary school teachers be required to undergo a period of teaching internship, or its equivalent, of not less than three years, all as an integral part of teacher certification requirements in New York State.

12.) That there be developed a method of maintaining and making available by the Department of Education current reports of unrest and their severity in the schools.

13.) That there be included in the review of the present system of teacher certification consideration of the developement of uniform standards of certification for all teachers in all parts of the state, including the larger cities.

14.) That there be provided a system of psychological and guidance services, particularly for those students who show a constant tendency to be disruptive; with further provision for remedial educational facilities in both the public and private sector, as is now provided for

the physically and mentally handicapped.

15.) That there be immediate developement of methods for the early identification of the potential school dropouts toward the end of reclaiming these young people and motivating them toward education.

16.) Many schools continue to evidence an atmosphere of rigidity which stiffles the education of the children and is unresponsive to the needs of the community. Continued efforts must be made to rid these school settings of this inflexibility so they can better serve the students and the community.

17.) The drug education programs in our schools are not succeeding. In all parts of the state drug use by young people is a growing problem. The present methods of educating the students to the personal and social evils of drugs must be examined and evaluated and improved.

Recommendations To The Governor and To The Legislature

1.) That the law granting immunity from testifying and prosecution to professionals who receive confidential or privileged communications from clients or patients be extended to include authorized school councellors from whom students with drug problems would seek aid.

2.) That there should be uniform standards for certification of all teachers in all parts of our state including all cities. Toward this end the Board of Examiners in the City of New York and the examiners in the City of Buffalo should be abolished and standards prepared by the Department of Education used throughout.

3.) That in any system of teacher evaluation, tenure grant or salary reward there be included evaluation of faculty members by faculty.

4.) That there be provided a system of psychological and guidance services, particularly for those students who show a constant tendency to be disruptive; with further provision for remedial education facilities in both the public and private sector, as is now provided for the physically and mentally handicapped.

5.) That the recodification and simplification of the Education Law be pressed forward.

6.) That state and municipal governments study, with a goal of implementing, a massive effort to develope

"work-study-learn" programs to meet their pressing manpower needs in vital municipal services. In such a program the students would be learning both at school and away from the school, and in many cases, earning so that they could contribute to the payment for their educations. These programs would ideally include student support by the municipality and a following student commitment to work for the municipality for a given period after graduation.

7.) The "Taylor Law" has not effectively prevented teacher strikes which close our schools. This law should be examined toward developing provisions which will prevent these yearly interruptions of education while preserving the rights of all parties involved.

8.) That in those school districts which have more than one school in each of the progressive steps (primary school, intermediate school, high school) there be a system of open enrollment so that students living anywhere in the district might attend any other school in the district irrespective of school community boundaries. That transportation be supplied for those students wishing to enroll.

9.) That eighteen years of age, voting age, be established as the age of responsibility for all citizens of our state. In this way, young people would be living in full-time and not in the semi-adult status of having

the vote but not the comparable adult rights and responsibilities.

PART II

HIGHER EDUCATION

PART II

SECTION I

ENROLLMENT CHARACTERISTICS OF HIGHER EDUCATION IN NEW YORK STATE

ENROLLMENT CHARACTERISTICS OF HIGHER EDUCATION IN NEW YORK STATE

In order to discuss the problems of higher education, one must understand its structure. The following tables present the latest available enrollment figures and components depicting the student body.

Table I, "Institutional Enrollments in New York State" includes all full and part-time degree credit and non-degree credit students. The total figure shows a continuing growth trend with the ever-increasing two year enrollments more than balancing the slight decline in four year enrollments. In 1970, public institution enrollment increased by 47,764 students over 1969; a significant 12% increase. The decline in private enrollment of 33,329 students is 9% less than 1969. Important to note is the ever-increasing numbers in public as compared to private enrollment figures. Public institutions as of 1970 accounted for 57.9% of total enrollment. The popularity of two year institutions is shown by the fact that in 1970 it acccunted for 25.4% of all student enrollments.

TABLE I

INSTITUTIONAL ENROLLMENTS

IN NEW YORK STATE

	1968	1969	1970*
Public	337,021 51.5%	399,725 52.7%	447,489 57.9%
Private	355,554 48.5%	358,950 47.3%	325,621 42.1%
Total N.Y.S.	732,575 100%	758,675 100%	773,100 100%
Public & Private 4 Year or More	564,547 77.1%	580,722 76.6%	576,714 74.6%
2 Year	168,028 22.9%	177,953 23.4%	196,393 25.4%

* Latest Available Year

Source: Information Center on Education, N.Y. State Education Department, 1972

Table II, "Full Time Degree Credit Enrollment in Colleges and Universities" indicates overall continued increase in enrollment figures. Enrollment at both public and non-public institutions is growing in increasing numbers; however, the rate of increase was less in 1971 than in 1970. The 1970 enrollment was roughly 42 thousand greater than 1969, whereas in 1971 the increase is approximately 30 thousand greater than 1970. Non-public enrollment showed a slight decline in 1970 but the 1971 enrollment shows a slight increase over 1970 but remains below the 1969 figure.

TABLE II

FULL-TIME DEGREE CREDIT ENROLLMENT

IN COLLEGES AND UNIVERSITIES

FALL

	1969	1970	1971
Public	230,725	277,710	307,833
Non-Public	222,128	216,967	217,107
Total	452,853	494,677	524,940

Source: Information Center on Education,
New York State Education Department, 1972

Table III, "Full and Part-Time Degree Credit Enrollment" clearly shows a steady growth trend in enrollment at public institutions; the Junior (2 year) colleges exhibiting more dramatic growth than "4 year or more" institutions. Private school enrollment figures fell off slightly in 1969-1970 but subsequently increased. The increase in private schools occurred in the "4 year or more" institutions with the private Junior Colleges slightly decreasing in 1971-1972.

TABLE III

FULL AND PART-TIME DEGREE CREDIT ENROLLMENT IN PUBLIC AND PRIVATE COLLEGES AND UNIVERSITIES NEW YORK STATE

(EXCLUSIVE OF SUMMER AND EXTENSION REGISTRATION)

Kind of Institution	1967-68	1968-69	1969-70	1970-71	1971-72	*1975-76	*1980-81
PUBLIC							
4 Year or More	197,376	218,568	230,643	261,237	282,419	333,400	397,900
Junior Colleges	130,198	155,504	169,440	188,918	209,924	270,300	344,500
TOTAL	327,574	374,072	400,083	450,155	492,343	603,700	742,400
PRIVATE							
4 Year or More	304,287	310,199	305,495	306,251	307,732	331,400	357,500
Junior Colleges	7,406	7,256	7,579	7,753	6,683	6,500	6,000
TOTAL	311,693	317,455	313,074	314,004	314,415	337,900	363,500
ALL STUDENTS	639,267	691,527	713,157	764,159	806,758	941,600	1,105,900

*Estimated

Source: Education Statistics, New York State, 1972

The New York State Education Department is now taking a survey of ethnic enrollment bi-annually. Table IV, "Percentage of Full-Time Students Enrolled by Ethnic Type" for Fall 1968 and 1970 clearly indicates the increasing number of minority students in every kind of institution. The most dramatic ethnic increase, almost 100%, was reported by the City University of New York; blacks registered a 136% increase over 1968. Two year public schools had a 46% gain in its ethnic complement. All New York State schools reported a significant increase of 60% in its ethnic enrollment; its public schools a 68% gain, while private schools had an increase of 49% in 1970 over 1968.

TABLE IV

PERCENTAGE OF FULL-TIME STUDENTS ENROLLED BY ETHNIC TYPE **

FALL 1968 AND 1970

Kind of Institution	BLACK		AMER. IND.		ORIENTAL		S.S.A.		TOTAL ETHNIC		TOTAL ENROLLMENT*	
	1968	1970	1968	1970	1968	1970	1968	1970	1968	1970	1968	1970
4 Year of More:												
Private	2.4%	4.0%	.3%	.3%	.8%	1.0%	1.8%	1.7%	5.3%	7.0%	194,425	215,193
C.U.N.Y.	4.4	10.4	.2	.2	2.2	2.7	1.9	4.0	8.7	17.3	52,360	70,670
S.U.N.Y.	2.1	4.0	.2	.3	.3	.7	.5	.6	3.1	5.6	74,589	100,534
2 Year:												
Private	3.1	3.2	.4	.2	1.4	1.2	1.7	2.4	6.6	7.0	5,212	5,906
Public	5.3	8.1	.1	.2	.7	.8	2.3	3.2	8.4	12.3	77,397	106,210
TOTALS:												
Private	2.4	4.0	.3	.3	.8	1.0	1.2	1.7	4.7	7.0	199,637	221,099
Public	3.9	7.2	.2	.2	.9	1.2	1.6	2.5	6.6	11.1	204,346	277,414
All N.Y.S.	3.2	5.7	.3	.3	.9	1.2	1.4	2.1	5.8	9.3	403,983	498,513

*Schools Reporting
**Latest Available Information
S.S.A. Spanish Surnamed Americans

Source: Information Center on Education
New York State Education Department, 1972

This Survey is reported every two years.

Table V, "Percentage Distribution of High School Graduates Entering Institutions of High Education" indicates that an ever increasing number of high school graduates are continuing on to higher education. Private schools continue to have a greater percentage of their graduates entering higher education institutions. All graduates favor enrollment in New York State Institutions in increasing numbers.

TABLE V

PERCENTAGE DISTRIBUTION OF HIGH SCHOOL GRADUATES ENTERING INSTITUTIONS OF HIGHER EDUCATION (N.Y.S.)
FALL of 1970 and 1971

Type of Institution	1970 GRADUATED FROM			1971 GRADUATED FROM		
	PUBLIC	PRIVATE	TOTAL	PUBLIC	PRIVATE	TOTAL
Entered 4 Year Colleges in New York State	26%	42%	29%	26%	43%	29%
4 Year Colleges Outside N.Y.S.	12	16	12	11	15	12
All 4 yr. Colleges	38%	58%	41%	37%	58%	41%
2 Year Colleges In New York State	23%	19%	22%	25%	19%	24%
2 Year Colleges Outside N.Y.S.	2	2	2	2	1	2
All 2 yr. Colleges	25%	21%	24%	27%	20%	26%
Other In N.Y.S.	5%	5%	5%	4%	6%	4%
Other Outside of N.Y.S.	1	*	1	1	1	1
All Other	6%	5%	6%	5%	7%	5%
All Entering High Education:						
In New York State	54%	66%	56%	55%	68%	57%
Outside of N.Y.S.	15	18	15	14	17	15
All	69%	84%	71%	69%	85%	72%

* Less than 1/2%
Source: Information Center on Education, New York State Education Department, 1972

Table VI, "Degrees Conferred by New York State Institutions of Higher Education", shows an increase in all degrees. The highest increase is in Bachelors Degrees. Other significant increases are in Associate Degrees and Masters Degrees.

TABLE VI

DEGREES CONFERRED IN NEW YORK STATE
AT
INSTITUTIONS OF HIGHER EDUCATION

	NUMBER OF STUDENTS RECEIVING DEGREES		
	1968-1969	1969-1970	1970-1971
Type of Degree:			
Associate Degrees	24,111	26,924	30,846
Bachelors Degrees	66,331	67,404	72,017
Masters Degrees	24,487	26,552	29,730
Doctoral Degrees	3,137	3,285	3,357
Professional Degrees	3,596	3,206	3,906
TOTAL DEGREES CONFERRED:	121,662	127,371	139,856

Source: Information Center on Education
New York State Education Department, 1972

The fact that college admission is no longer a "draft deferment", and college tuitions both public and private have increased substantially has affected the pattern of and "demand" for college admissions. This is reflected in college applications figures which are presented in Table VII. The New York State University system has not had a falling off of applications. While applications to the State Universities continue to increase, 1972 is approximately 10% over 1971. Applications to New York State private institutions continue to fall. The 1971 applications declined by 8.3% from 1970 and applications for Fall 1972 are continued this decline.

TABLE VII

APPLICATIONS AND ACCEPTANCES BY NEW YORK STATE COLLEGES*

		FALL 1970			FALL 1971		
		First Yr	Transfer	Total	First Yr	Transfer	Total
Public							
SUNY	Ap.	191,148	47,381	238,529	220,436	62,920	283,356
	Ac.	109,459	25,814	135,273	145,240	29,443	174,683
Agric&Tech	Ap.	24,063	2,097	26,160	30,647	2,216	32,863
	Ac.	17,332	1,220	18,552	16,953	1,304	18,257
Community	Ap.	70,908	9,103	80,011	81,235	14,766	96,001
(2 Year)	Ac.	49,489	6,437	55,926	63,128	7,206	70,334
Private Colleges:							
4 Year	Ap.	152,732	34,599	187,331	138,138	33,650	171,788
	Ac.	96,014	21,226	117,240	94,082	22,282	116,364
2 Year	Ap.	6,417	325	6,742	5,406	309	5,715
	Ac.	4,615	254	4,869	4,084	273	4,357

*Exclusive of CUNY and New York City Community Colleges
Ap. Applications Ac. Acceptances

Source: New York State Education Department, Information Center on Education

Structure of Higher Education

April 20, 1972, the New York Times published the result of a survey conducted by National Association of State Universities and Land Grant Colleges. The survey reported the number of applications received for Fall 1972 admission by the 74 largest State Universities in the country. Applications for '72 admission numbered 519,690 as compared to the '71 figure of 513,131; so registering a slight increase to indicate a negligible growth of 1.4%. In the mid-60's enrollments at State Universities were increasing at a 33 1/2% rate per year. The New York Times surveyed the eight Ivy League schools (Yale, Harvard, University of Pennsylvania, Princeton, Dartmouth, Cornell, Columbia and Brown) and issued a report on the number of applications received for Fall 1972. The eight schools received 59,837 applications for 9,340 available places. This was a 12% increase over 1971 applications. In 1971, the applications received were down 6.5% from 1970; and so the 1972 - 12% increase is even more significant.

Ted Cooper, Director of National Association of College Counselors, dismayed by the trend in this year's application figures stated, "Tuition at State Universities are much lower than at private universities but, it doesn't matter if your choice is between a Chevy and a Cadillac when all you can afford is a bicycle". There is a dangerous polarization in college enrollment whereby the well-to-do can afford the $20,000 cost for a Bachelor's Degree, and the low-income groups can get scholarship grants. The middle class is squeezed out, caught between frozen pay checks and rising food

prices. The upper middle class seem more secure about future earnings; e.g., executives are not losing jobs this year; which would account for the rise in Ivy League applications. There has been a decline in applications to schools located in urban areas, such as the University of Pennsylvania, Columbia and New York University where both the crime rate and cost of living are high. On the other hand, rural colleges which afford a country setting such as Amherst in Massachusetts and Bowdoin in Maine have attracted more applicants.

TABLE VII A

ALLOCATED STUDENTS

1ST YEAR 1970	
CUNY	31,620
COMMUNITY COLLEGES	21,528
TOTAL	53,148

1ST YEAR 1971	
CUNY	32,663
COMMUNITY COLLEGES	26,689
TOTAL	59,352

TRANSFER STUDENTS

TRANSFER 1970	
CUNY	5,388
COMMUNITY COLLEGES	1,622
TOTAL	7,010

TRANSFER 1971	
CUNY	6,462
COMMUNITY COLLEGES	689
TOTAL	7,151

SPECIAL PROGRAMS**

1970	
CUNY	128
COMMUNITY COLLEGES *	NONE
TOTAL	128

1971	
CUNY	664
COMMUNITY COLLEGES	NONE
TOTAL	664

* There are no special college programs in the Community Colleges. They exist only in the 4 yr. schools.

** The Special Programs are SEEK and College Discovery which are N.Y.S. Programs.

Table VII A shows a comparison of the student enrollment between CUNY and the New York City Community Colleges for the Fall of 1970 and 1971. This enrollment system of higher education is unique in New York State. It has a 100% acceptance rate. The only requirements which a student must fulfill are; a high school diploma or its' equivalency, meet the health requirements, and be a resident of New York City.

When a student fills out an application to CUNY he lists up to six colleges (putting first choice as #1, etc.) which he would like to attend. His application is then processed and he is placed according to availability, choice and academic achievement in that order. If he attends a community college there is available automatic transfer into a four year institution at the end of the two year program. No student is refused admittance.

There is a steady increase in student enrollment in both the CUNY and New York City Community Colleges. The growth tends to be greater in the community colleges. The enrollment in 1971 was increased by over 5,000 students from 1970. The number of transfer students into CUNY also continued to rise; the New York City Community College enrollment has decreased by 933 students in 1971. This has been attributed to the growth of four year programs and new institutions.

PART II

SECTION II

HIGHER EDUCATION 1971-1972

THE QUIET CAMPUS - A CONTINUING ENDEAVOR

While dissatisfaction with particular aspects of college and university life and studies exist among students, faculties and administrators in our State, 29% of our campuses had unrest last year. There is evident a general "era of good feeling". This good feeling is predicated on the apparent modifications in curriculum, governance and social rules.

In viewing the State as a whole, most students indicate that they are generally satisfied with the schools they attend but often add strong reservations in specified areas. This is also true of faculty members.

The upheavals of past years which were directed to dramatic and instant change when not calling for the complete abandonment of the entire system of higher education have given way. The present mode is one of rational observation, specific demand, non-violence and often non-demonstrative attacks.

Those who feel dissatisfaction tend to join local or State-wide organizations which can and do articulate the thoughts of the members. These organizations are for the greater part dedicated to achieving their ends by persuasion and negotiation.

Individually and through these organizations members of the college-university community are making known their objections to the continued lack of appreciation of the "good" teacher and

the concommitant high status of the researcher and publisher.

Institutions continue to list coarses in catalogues without mentioning that they will be taught by student assistants. The students continue to enroll in these courses believing the instruction will be by a faculty member. Students continue to be annoyed and disillusioned by this practice.

Young faculty are unhappy about the continued adherence to "publish or perish" by administrators. The fact that to achieve promotion or tenure or both, faculty must do extensive research and publish is unsettling to the newer faculty members. They, as do the students, want greater emphasis placed on teaching skills when promotion and tenure are considered.

Both students and faculty continue to feel that courses should be more relevant to modern life and society. While changes in this direction have been made they feel that these changes are minor and often unrewarding.

On many of our campuses students especially feel that they are treated as emotionally immature and in "half adult" status. Having the vote and elector responsibility they say it is unrealistic to not relate to them as full adults. In keeping with this, they believe that all legal responsibility should begin at age 18 rather than 21. The majority of faculty agree.

The number of students and faculty members who evidence dissatisfaction with the amount of student exposure to community experiences has increased. In this last year there was much mention of need for "work study learn" programs in more areas

and to greater depth. Restating the feeling of irrelevance of curriculum they want to tie their formal learning experience more closely to contemporary conditions and problems. To do this they feel that the coarse requirements, especially in the social and health sciences, should include community service experience .

The amount of dissatisfaction and the method of its' expression varied from campus to campus.

Twenty-nine percent of the campuses experienced unrest. Of those reporting unrest 41% were schools offering both undergraduate and graduate programs. There was greater unrest at coeducational schools than at those restricted to one sex. Greater unrest was reported at public institutions than at private.

Further, the larger schools experienced more unrest than the smaller ones.*

In the past year there has been a increase in the frictions between minority students (Black and Spanish Sur-named) and the majority members of the student body.

Many of these minority students are enrolled through educational opportunity programs. Although 85% of the Administrators reported that the other students accepted educational opportunity students as full members of the college community, observations in the field, visits to campuses, meetings and interviews did not support the Administrators'

positive response.

This last year the Commission responded when invited to campuses to assist in resolving problems arising from discord predicated on racial or ethnic difference.

Black and Spanish surnamed students often feel that the course materials are not relevant to their past experience and to the future as they see it based on that past experience.

Some groups of minority students feeling that the extracurricular programs were also irrelevant have asked and sometimes demanded that the student activities fees paid by them be separated and returned to them so that they could operate a separate extra curricular program.

The minority students have felt, with occasional justification, that the majority students were not interested in their views and were excluding them.

It has been the Commission's experience that even in the most dramatic of these situations the fault was in communication. The failure to afford a proper forum where the many and differing students could meet and relate and begin to understand each other was evident.

In the absence of such a forum the members of the community drift further apart, grow more insular and become increasingly insensitive to one another.

Where opportunities for social interaction and cooperative activity existed or where they were instituted at the suggestion of the Commission the frictions were and become less pronounced.

There continues to be objection to the manner in which members of the college communities are able to air the grievences and seek redress. Students often relate that while the formal structure of the judicial and academic review boards reflect freedom from strong administrative influence, that in reality this is not the case. That even where there is a large percentage student representation there continues an administrative presence which effects the outcome. This exists even though the Chief Administrative Officer of the school has the right to exercise final review power.

That most students, faculty and administrators express a general satisfaction with their colleges or universities does not mean that all is well.

If ten percent of the students in New York State colleges and universities express dissatisfaction with the condition of higher education, there are almost 80,000 potentially disruptive individuals. This represents a cadre of 120 students on a small campus with a student body of 1,200.

To all concerned with the universities and colleges in our State, there reposes in the present climate a justifiable sense of accomplishment but also a warning.

The Quiet Campus-
A Continuing Endeavor

To view with complacency and satisfaction, and this view is already evidenced in some quarters, is to invite disaster.

There has always been dissent and there should always be such. Dissent existing and expressed in non-disruptive, non-violent ways is a healthy sign at an educational institution. In this last year, this was the case at the great majority of our campuses. But, the students and faculty have definitely voiced dissatisfaction in many areas. To be unresponsive because things are "quiet" would bring us back to the climate of the late 1960's and with it the dramatized unrest, disruption and violence.

HIGHER EDUCATION COSTS AND EFFECTS

The subject of educational costs has become a major issue and cause of unrest on our campus this year. On both private and public college campuses tuition and room and board cost increases have become issues which have caused students to join together in concerted action.

At a recent meeting in which the Chairman, Executive Director and Counsel of this Commission took part, one young man pleaded with the chairman that we not allow the proposed rise in tuition in the state universities. His reason was that it would force him out of school after having completed his freshman and sophomore years. There was no present way that he and his family could find sufficient funds for him to continue his education if these raises went through. Many such examples have been brought to the attention of the Commission, and the question raised of why a higher cost for junior and senior years.

Rarely where increases have been announced have students been consulted or even been previously informed. As in many other discussions affecting the student's life there was no communication above the rumor level between administration and trustees on the one hand and students on the other. In many universities and colleges there continues an apparent reluctance on the part of trustees and administrators to include or inform the student body of proposed or change in policy.

Students feel that there are priorities of expenditure which the administrations disregard. They want more funds directed toward teaching programs and less toward research. Students from

The state university point to the raise in tuition and question the large sums for a state university press.

The demand for better quality education and the drive to make available higher education to all of our young people has resulted in constantly rising costs in both the public and private sectors. In the public sector we have reached the point where our citizens refuse to pay any more taxes. In both sectors we are pricing higher education into a select market. The results would be an educational and economic elite---the very antithesis of the principles of a republic.

The cost of an individual's higher education is among the largest investments that most people make in a life time. The cost often very nearly approaches that of purchasing a home. If the cost of graduate school and professional education are included, the amount very often exceeds that of a moderate home.

Yet, it is required that payment for this enormous expenditure be met within a few years while it is universally accepted that the cost of a home may be spread over 20 to 30 years. We believe that the financing of higher education should be regarded in a similar manner as the purchase of a home and financed in a comparable way.

We believe that young people are ready, willing and able to accept the burdens of paying for their own education provided that they have sufficient time and opportunity to do it. We have consulted with actuaries and economists who state that there are no obstacles to the implementation of a plan of

of financing higher education which would have the following elements:

1. Each student desiring loan aid shall sign a loan agreement when he registers for college. That agreement would have a maximum repayment period realistically related to the student's ability to repay.
2. Payments on the agreement shall commence when the student's income in his chosen job or profession or career begins.
3. Interest rates must be kept at a minimum and subsidized. Low subsidized interest rates would provide a greater opportunity to more numbers. The cost of such would be less than complete free tuition and afford opportunity to the same numbers.
4. Payments on the principal and interest must be variable so that they shall not place a disproportionate burden upon his income. As his or her income grows, the payments should increase.
5. Provision must be made for default since it is inevitable that some students, through no fault of their own, may not be able to make all of the payments.
6. Some form of tax deductions should be allowed to encourage individual payment for education and repayment of loans.

Discussions with young people lead us to the conclusion that they would have a greater sense of self-respect and self-

identify if a means were found whereby they could pay for all or a substantial part of their own education.

We urge that an investigation of method and means of setting up such a plan be commenced immediately, preferably by the Joint Legislative Committee on Higher Education, the Standing Committees on Education of both houses of the Legislature and this Commission.

AN OPEN DOOR TO EDUCATION AND SERVICE

Contrary to the nearly unanimous sentiment of three years ago, the majority of our young people today are not convinced that the establishment should be torn down, but they earnestly wish to bring about change through peaceful means.

Restriction of entry into the main stream of society and the lack of understanding of the young peoples' desires to bring about change, are major causes for frustration and restiveness among this group of our citizens.

This Commission, having talked with young people, parents, educators, and people from all walks of life representing all shades of opinions, agrees that the time is long past for recognition of the desire of the young to bring about constructive change in the educational system.

There are many skilled vocations and special occupations that demand training but not a college education. There are many young people who would choose these vocations and occupations if avenues into them were opened.

There is a pressing need for manpower below the professional level in our hospitals, in health services, in mental institutions, in police and fire services, and in manual arts. The professional staffs of our modern institutions could not operate without the close collaboration and support of these trained specialists.

The need to protect and improve our environment has pointed up the need for paraprofessionals in this area. In education, especially in the disadvantaged schools, many people are needed to assist teachers in developing the basic skills now found lacking in so many of our younger students.

An Open Door to Education and Service

Our young people are concerned about race relations, poverty, the environment and the improvement of the human existence. Given the opportunity, they have responded.

In the last year the understaffing at New York State institutions for the mentally retarded became public knowledge. Throughout the State young people presented themselves at these institutions to assist the staff as non-professionals. The Commission has learned that they willingly perform the most menial and often repulsive tasks. Many of these student volunteers see the continuing need for para-professionals in the institutions and desire to train in a work study program to equip themselves for the vocation. There is work they can do now with no training and there is work that they will be able to do better when they are trained. During their training they can work part time.

Although thousands of New York State students worked to improve the environment on the proclaimed "Earth Day", equal numbers are regularly involved in ecological programs. Here too, they work with no training, know they can better contribute with training and that while training they can learn and work.

Some New York State cities have a formal work, study and learn program within their Police Departments. These programs instituted a number of years ago are based on a mutual commitment by the municipality and the participating student.

The city gives financial support to the student while he is in the Community College studying police science. The student works as a police cadet during his school years and

commits himself to a period of employment in police work in the city after graduation. A good example is the fine program in the City of Yonkers, in Westchester County.

The success of this and other work, study and learn programs indicates the feasibility and practicability of similar programs of greater scope.

In the Yonkers program the student studies for an Associate's degree at the Community College. While in school and working as a cadet he has a vital position in the maintenance of the community.

All of these situations exemplify the desire of the young of our society to serve, to preserve, to better and to protect. Many feel that this type of activity should be considered in the same light as military service and those people involved and wishing them should be granted deferments and/or exemptions from service.

The Commission is constantly told by students and non-students that much that is offered to students in the school had no connection with the students' particular area of interest. Whether or not the courses are superfluous is a question which is very often decided by the individual's personal motivation to learn.

This motivation, like many other areas of student activity seems to be increasingly affected by apathy. If this be so, it becomes the job of the educators to overcome that apathy.

From its' activity and research in our State, the Commission has found that in those schools offering career oriented courses

the incidence of unrest is dramatically less. This is true in secondary schools as well as on the college and university campus. These career oriented students display less frustration, less anxiety and there is less disorder.

We believe that a program wherein students spend some or part of their time working with real life groups, attacking real life problems as part of the educational process would greatly aid in stimulating the motivation to come back to the classroom level and learn more subjects in more depth.

The implementation of such programs and their eventual success depends in measure upon the commitment and co-operation of government, Federal, State, and Local, industry, traditional labor organizations, public service employee associations and those in the educational system.

We believe that their sincere desire to solve the problems which they desperately want solved would definitely be enhanced and constructively channeled by their understanding that in order to contribute to the solutions they must broaden their own knowledge.

P.O. Box 7265
Capitol Station
Albany, New York

TEMPORARY STATE COMMISSION

TO STUDY THE CAUSES OF EDUCATIONAL UNREST

Charles D. Henderson, Chairman

GENERAL DATA

I. NAME OF INSTITUTION _____

II. LOCATION _____

III. TYPE (check one only)

A. Public

1. ____ Community College - CUNY
2. ____ Community College - SUNY
3. ____ Agr. and Tech. - SUNY
4. ____ Four year or higher - CUNY
5. ____ Four year or higher - SUNY

B. Private

1. ____ Two year - sectarian
2. ____ Two year - non-sectarian
3. ____ Four year or higher - sectarian
4. ____ Four year or higher - non-sectarian

IV. ENROLLMENT (please give numbers)

A. 1. Male _____
2. Female _____
3. Total _____

B. 1. Undergraduate _____
2. Graduate _____
3. Other _____

V. Please give the percentage of each ethnic group represented among those attending your institution:

a. White _____ %
b. Black _____ %
c. Spanish-speaking American _____ %
d. Oriental _____ %
e. American Indian _____ %
f. Other _____ %

NAME OF INSTITUTION: _____

Instructions: The following questions are to be answered as concisely as possible in spaces provided. Use your best objective judgment rather than seeking absolute precision in answering the questions.

1. A. Please indicate the type or types of educational opportunity programs implemented at your institution (check as many as applicable):

a. _____ SEEK No. _____

b. _____ College Discovery No. _____

c. _____ HEOP No. _____

d. _____ EOP No. _____

e. _____ Open Admissions No. _____

f. _____ Other (Please specify names of programs and numbers.)

_____

_____

g. Community Colleges Only: Does your institution participate in the New York State Full Opportunity Enrollment Program? Yes _____ No _____

2. A. How long has this program been in effect at your institution?

a. _____ Before 1969

b. _____ As of 1969

c. _____ As of 1970

d. _____ As of 1971

2. B. What is the total number of students enrolled at your institution through all types of higher educational opportunity programs? _____

3. What is the total number of students enrolled at your institution through all types of higher educational opportunity programs, other than the New York State Full Opportunity Enrollment Program? _____

4. A. What is the number of students participating in each of the higher educational opportunity programs who enrolled as freshmen in September 1970? (Please indicate programs and numbers.) _____

_____

_____

4. B. Of this total number of students participating in each of the higher educational opportunity programs who enrolled as freshmen in September 1970, how many students have achieved full sophomore standing for the September 1971 term? (Please indicate programs and numbers.)

_____

_____

5. A. Of the total number of enrolled freshmen participating in higher educational opportunity programs in 1970, how many students are no longer participating in the program?

_____

B. What were the reasons given by freshmen students at your institution for terminating their participation in the program? (Check as many as applicable, and indicate by a double check mark the one reason most frequently given.)

a. _____ Voluntary withdrawal for academic reasons

b. _____ Dismissal for academic reasons

c. _____ Financial reasons

d. _____ Medical reasons
   1. _____ Personal
   2. _____ Family

e. _____ Transfer to another institution

f. _____ Leave of absence with intent to return

g. _____ Inability to adjust to social environment at institution

h. _____ Other (Please specify) _____

_____

6. Of opportunity program students who enrolled as freshmen in September 1970, and who have attained full sophomore standing for September 1971, please give numbers of students who rank in (Please show separately by number and program):

a. 1st quarter of class _____

b. 2nd quarter of class _____

c. 3rd quarter of class _____

d. 4th quarter of class _____

7. A. Are non-credit bearing remedial courses offered at your institution? Yes _____ No _____

B. If Yes, please state subject material of non-credit courses offered:

_____

_____

8. A. Does your institution have a separate educational opportunity department to administer non-credit bearing courses? Yes _____ No _____

B. How many full-time staff people or faculty members are employed at your institution to administer the educational opportunity program? _____

C. How many staff or faculty members spend more than 1/2 their employed time working on the educational opportunity program or with the program participants? _____

9. A. If remedial courses are offered at your institution, what is the faculty-student ratio for these courses? (Please answer separately for each opportunity program at your institution.) _____

_____

_____

9. B. Is this a smaller ratio of faculty to students than is the faculty-student ratio for regular matriculants in credit-bearing courses? Yes _____ No _____ Same _____
If yes, please indicate program _____

10. A. Do you, as an administrator, believe that the educational opportunity programs as administered at your institution are meeting their goals? Yes _____ No _____

B. If not, what do you believe the reasons are?

_____

_____

_____

_____

_____

C. Regardless of your response to question #10A, please list any concrete suggestions which you have for improving the program at your institution:

_____

_____

_____

_____

_____

D. Are you planning to implement any of these improvements in the program at your institution? Yes _____ No _____

E. If not, what are the obstacles which hinder you from doing so? _____

_____

_____

F. If you have more than one program, which of the programs do you feel is most beneficial to the students? Why?

_____

_____

11. A. Do you, as an administrator, feel that the students participating in the programs see the programs as meeting their goals? Yes _____ No _____
If yes for some programs and no for others, please signify

_____

B. If not, what would you say are the reasons for these students' feelings? _____

_____

_____

_____

12. A. Do the other students at your institution accept the educational opportunity program students as full members of the college community? Yes _____ No _____

B. If not, what would you say are the reasons?

_____

_____

_____

13. For Community Colleges Only: Is a greater precentage of full time students completing programs than before the full opportunity enrollment program was instituted?
Yes _____ No _____ Percentage _____

14. For Community Colleges Only: Is there a greater percentage of full time students taking longer than the standard period to gain a certificate or diploma than before the full opportunity enrollment program (are more students staying longer and completing their programs)?
Yes _____ No _____ Percentage _____

15. Was there any activity on your campus which could in any sense be called campus unrest? Yes _____ No_____
If yes, answer the following questions.

16. Please check the one of the following which is most applicable to your situation:

a. _____ Intellectual ferment*

b. _____ Demonstrations (picketing, rallies, teach-ins, liberation classes, sit-ins, boycotts, memorial services, etc.)

c. _____ Direct confrontations** (forceful occupation of buildings, forceful disruption of classes and other academic proceedings, etc.)

d. _____ Indirect confrontations** (firebombings, vandalism, window-breaking, large scale destruction of property, etc.)

e. _____ Other (specify)

_____

_____

*Intellectual ferment implies a general atmosphere of dis-ease in the school marked by such things as students' remarks in class, etc. Intellectual ferment precludes any specially organized events such as teach-ins or liberation classes which are categorized as demonstrations.

**Indirect confrontations are generally situations in which the people involved are unknown. This distinguishes indirect confrontations from direct confrontations in which the participants openly oppose each other - usually the students vs. the administration.

17. In your estimation, what proportion of the student body was actively involved in the most serious case of unrest?

_____ proportion

18. Were any members of your student body involved as counter-demonstrators, and if so, what proportion?
Yes _____ No _____ Proportion _____

19. In your estimation, what proportion of the students remained totally neutral or aloof during the most serious instance of unrest?

_____ proportion

QUESTIONNAIRE ON COLLEGE GRIEVANCE MACHINERY

20. A. Are the rules and regulations of this institution published in any form? Yes _____ No _____

B. If so, are the published rules and regulations circulated and made available to every student? Yes _____ No _____

C. In what way or ways are students made aware of the rules of the institution?

a. _____ Catalog or handbook which contains all current rules and regulations, sent to them prior to their enrollment

b. _____ Handbook or other publication, distributed to them at the institution

c. _____ Rules and regulations explained to them in all-college meetings

d. _____ Rules and regulations explained in early meetings with advisors

D. Are rules specifically applicable to students' freedom of expression and freedom of assembly on the campus explicitly stated in written form available to every student? Yes _____ No _____

E. Are changes in the rules and regulations of the institution published and made available to every student prior to their taking effect? Yes _____ No _____

21. A. Are sanctions for violations of rules and regulations specifically stated? Yes _____ No _____ Some _____

B. If only for some, why? _____

_____

_____

C. If the validity of a rule is challenged by students or faculty, is there a method by which the challenge can be adjudicated? Yes _____ No _____

D. If there is such a mechanism, what is it? (i.e., what is the procedure?) _____

_____

_____

22. A. Does the institution have an academic honor code to which all students must subscribe? Yes _____ No _____

B. Does the institution have an honor code governing social conduct within the institution to which all students must subscribe? Yes _____ No _____

23. A. Is the judicial body of this institution a separate entity from the rule-making body? Yes _____ No _____

B. Is the judicial body a separate entity from the administrative body of the institution? Yes _____ No _____

24. A. Does this institution have an academic judicial board or committee to deal exclusively with academic offenses? Yes _____ No _____

B. If there is a separate academic board at your institution, please check each item which applies to it:

a. _____ It is composed of representatives from all sectors of the university community (i.e., colleges, departments, etc.)

b. _____ It is composed of representatives from various sectors of the university community (i.e., colleges and departments), but not all sectors are represented on it

c. _____ It serves only as an appeals board for academic matters which have previously been adjudicated in individual colleges or departments.

d. _____ The majority of the committee members are faculty members elected by their colleagues for that purpose

e. _____ The majority of the committee is composed of faculty members appointed by the Administration

f. _____ The majority of the committee is composed of faculty members who hold their positions by virtue of other positions that they hold in the institution (e.g., Heads of Departments, Officers of faculty organizations, etc.)

g. _____ The majority of the committee is composed of students elected by the whole student body for that specific purpose

h. _____ The majority of the committee is composed of students elected by some representative student board of the institution (e.g., Student Council, Student Cabinet)

i. _____ The majority of the committee is composed of students who serve on it by virtue of other offices (e.g., President of the Student Body, class representative)

j. _____ The majority of the committee is composed of students appointed by the Administration

k. _____ The body is a joint student-faculty committee, with students and faculty having equal representation, each member of which is elected by his own colleagues

l. _____ It is a joint student-faculty committee, whose members are selected through some means other than election

m. _____ It is composed of members of the Administration, faculty and student body

25. A. Does the institution have some form of a judicial board (or judicial boards) to deal with violations of rules concerning student conduct, other than academic?
Yes _____ No _____

B. Please check those items which apply to the judicial machinery at this institution:

a. _____ There is only one judicial board on a campus-wide level which handles both minor and more serious offenses concerning student conduct

b. _____ Minor offenses concerning student conduct are dealt with within the local living unit

c. _____ Minor offenses are handled informally by the Administration

d. _____ Minor offenses are dealt with by a judicial board which handles only minor infringements of rules

e. _____ More serious violations of rules governing student conduct are dealt with by a campus-wide board

f. _____ More serious offenses are dealt with directly by the Administration

g. _____ All violations of rules, both minor and more serious, are handled by the Administration

26. A. If there is only one judicial board which handles both minor and more serious non-academic violations of rules regarding student conduct, please check each item which applies to it:

a. _____ It is composed of representatives from all sectors of the university community (i.e., colleges, departments, etc.)

b. _____ It is composed of representatives from various sectors of the university community (i.e., colleges and departments), but not all sectors are represented on it

c. _____ The majority of the committee members are faculty members elected by their colleagues for that purpose

d. _____ The majority of the committee is composed of faculty members appointed by the Administration

e. _____ The majority of the committee is composed of faculty members who hold their positions by virtue of other positions that they hold in the institution (e.g., Heads of Departments, officers of faculty organizations, etc.)

f. _____ The majority of the committee is composed of students elected by the whole student body for that specific purpose

g. _____ The majority of the committee is composed of students elected by some representative student board of the institution (e.g., Student Council, Student Cabinet)

h. _____ The majority of the committee is composed of students who serve on it by virtue of other offices (e.g., President of the Student Body, class representative)

i. _____ The majority of the committee is composed of students appointed by the Administration

j. _____ The body is a joint student-faculty committee, with students and faculty having equal representation, each member of which is elected by his own colleagues

k. _____ It is a joint student-faculty committee, whose members are selected through some means other than election

l. _____ It is composed of members of the Administration, faculty and student body

27. A. If the more serious violations of rules governing student conduct are dealt with by a campus-wide judicial board (i.e., if minor offenses are handled within local living units, or by a "lower" judicial board), please check those items which apply to the campus-wide judicial board:

a. _____ It is composed of representatives from all sectors of the university community (i.e., colleges, departments, etc.)

b. _____ It is composed of representatives from various sectors of the university community (i.e., colleges and departments), but not all sectors are represented on it

c. _____ It serves only as an appeals board for non-academic matters which have previously been adjudicated in individual colleges or departments

d. _____ The majority of the committee members are faculty members elected by their colleagues for that purpose

e. _____ The majority of the committee is composed of faculty members appointed by the Administration

f. _____ The majority of the committee is composed of faculty members who hold their positions by virtue of other positions that they hold in the institution (e.g., Heads of Departments, officers of faculty organizations, etc.)

g. _____ The majority of the committee is composed of students elected by the whole student body for that specific purpose

h. _____ The majority of the committee is composed of students elected by some representative student board of the institution (e.g., Student Council, Student Cabinet)

i. _____ The majority of the committee is composed of students who serve on it by virtue of other offices (e.g., President of the Student Body, class representative)

j. _____ The majority of the committee is composed of students appointed by the Administration

k. _____ The body is a joint student-faculty committee, with students and faculty having equal representation, each member of which is elected by his own colleagues

l. _____ It is a joint student-faculty committee, whose members are selected through some means other than election

m. _____ It is composed of members of the Administration, faculty and student body

27. B. If such a judicial board exists to adjudicate more serious violations of student conduct regulations, does it also hear appeals from local living units, or "lower" tribunals which deal with the minor offenses? Yes _____ No _____

28. A. Please check those persons (as many as applicable) who may file charges against a student for violation of rules regarding student conduct, other than academic, in order to initiate judicial proceedings:

a. _____ Any administrative official of the university

b. _____ Non-administrative staff (e.g., security force, etc.)

c. _____ Any faculty member

d. _____ Any student

e. _____ Any member of the community in which the institution is situated

f. _____ Other (Please specify) _____

_____

B. With whom are these charges filed? (If charges may be filed with more than one official, please so indicate by checking all those which are applicable):

a. _____ President of institution

b. _____ Dean of students

c. _____ Any administrative official

d. _____ Chairman of the judicial body (Please specify whether a faculty member _____, student _____, or administrative official _____)

e. _____ Other (Please specify) _____

_____

29. A. Does this institution prepare a written notice of charge which is sent to the alleged violator? Yes _____ No _____

29. B. If so, does the institution have a policy concerning the time which must elapse between the sending or the receipt of this notice of charge and the time at which a hearing before the judicial body is held? Yes _____ No _____

C. If so, what is the amount of time which must elapse?

a. _____ 1 - 3 days

b. _____ 3 - 7 days

c. _____ 8 - 10 days

d. _____ 11 - 14 days

e. _____ 15 - 25 days

f. _____ More than 25 days

D. Is it the policy of the institution to provide the student with information concerning the evidence to be used against him? Yes _____ No _____

30. A. Is it the policy of this institution to hold open hearings? Yes _____ No _____

B. If it is the institution's general practice to hold closed hearings, is a student's request for an open hearing granted? Yes _____ No _____ Only under specific circumstances _____
(Please specify) _____

_____

31. A. Is the student allowed to be represented by counsel at the hearing? Yes _____ No _____

B. If so, who among the list below may act as counsel for the student? (Please check as many as applicable):

a. _____ An attorney

b. _____ A faculty member

c. _____ A fellow student

d. _____ Any other person selected by the student

C. Is it the policy of this institution to have its case (against the alleged offender) presented by counsel (not necessarily an attorney)? Yes _____ No _____

D. Is it the policy of this institution to present witnesses in support of the charge? Yes _____ No _____

31. E. If it is the policy of this institution to present witnesses in support of the charge, is the student or his counsel allowed to cross-examine these witnesses? Yes _____ No _____

F. Is all testimony, whether oral or written, and all evidence subject to cross examination? Yes _____ No _____

G. Is it the policy of this institution to permit the accused violator to present witnesses and to introduce evidence? Yes _____ No _____

32. Please indicate what type of record, if any, is kept of the proceedings:

a. _____ None

b. _____ Stenographic transcript

c. _____ Tape recording

d. _____ Digest

e. _____ Other (Please specify) _____

_____

33. A. Does the student have the right to appeal the decision of the judicial body? Yes _____ No _____

B. If so, to whom may this decision be appealed?:

a. _____ A review board composed of persons from the same constituency as was the judicial body (e.g., faculty, students), but not the same persons

b. _____ A review board composed of members of the Administration

c. _____ The President of the institution

d. _____ Other (Please specify) _____

_____

C. Is there a specific time limit in which an appeal must be taken by the student? Yes _____ No _____

D. If there is a time limit for taking an appeal, what is it?

_____

34. A. Is it ever the policy of this institution to alter the status of a student (e.g., suspension) pending the final decision?
Yes _____ No _____

B. If so, please specify the instances in which such action may be taken?

_____

_____

C. If it is the policy to alter status, what is the policy regarding such sanction if the student is vindicated with reference to:

a. Loss of class time and assigned work _____

_____

b. Social and political effects of alteration of status

_____

_____

35. A. Were the procedures indicated above in your answers to Questions #1 - 15 in effect before or after September 1, 1969? Before _____ After _____

B. If after, please state month and year of initiation of these procedures _____

SURVEY OF COLLEGE AND UNIVERSITY CHIEF EXECUTIVE OFFICERS ON OPPORTUNITY PROGRAMS AND GRIEVANCE MACHINERY

ANALYSIS OF RESPONSES

Introduction

Although it may be difficult to itemize all the diverse and complex factors involved in the phenomenon of "campus unrest" most would agree that the social or demographic structure of the student body would rank high on the list. It would seem that a college attempting to serve a diverse student population; with varying backgrounds, needs, and objectives, would encounter a greater incidence of internal strife and general unrest than one serving a homogeneous student body. Closely related to this issue is the availability of machinery and established procedures for mediating differences among individuals and sub-groups of the student body.

As higher educational opportunity comes increasingly within reach of all levels of our society through a wide variety of higher education opportunity programs, it has become of vital importance to learn about the effect of this change on the occurrence of unrest on the campus, and concomitantly, the role which grievance machinery and other mediating devices must play.

It was for these purposes that the questionnaire on opportunity programs and grievance machinery was developed. The survey, as planned, was to include in its analysis all chartered institutions of higher education in New York State. Information was to be supplied by each institution's chief administrative officer on the status of opportunity programs and grievance machinery during the period Fall, 1970 through Fall, 1971, (most

forms were received between November 1 and January 31, 1972). Data regarding opportunity programs and grievance machinery have been related to certain key factors in order that some tentative conclusions could be made. Among the variables are type of institution, enrollment size of institution, program level of institution, ethnic mix of student body, and sex of student body. A total of 199 of the State's 215 chartered institutions of higher education returned useable forms. A partial profile of responding institutions is shown below in Table 1.

TABLE 1

SURVEY RESPONSES PARTIONED BY:

TYPE		ENROLLMENT SIZE		% WHITE ETHNIC MIX		PROGRAM LEVEL		SEX OF STUDENT BODY	
4 yr. Priv. non-Sect	81	Uner 200	20	99.1 - 100	12	Under Grad only	106	Coed	57
Suny CC	28	201-600	36	98.1 - 99	19	Grad & under Gr.	76	Male	22
4 yr. Suny	21	601-1250	37	97.1 - 98	21	Grad. only	17	Female	20
Priv. Sem.	19	1251-2000	22	96.1 - 97	20				
4 yr. Priv.Sec.	12	2001-5000	37	95.1 - 96	15				
2 yr. Priv. non-Sect.	12	5001-10,000	26	94.1 - 95	18				
4 yr. Cuny	10	10,001-18,000	11	93 - 94	15				
Cuny CC	6	18,001-35,000	7	90 - 92.9	23				
Suny A & T	6			84 - 89.9	24				
				under 84	29				
TOTAL	199		199		199		199		199

Educational Opportunity Programs - General Findings

Analysis of survey data shows that 142 of the 199 responding institutions had some type of opportunity program (see Questionnaire) for qualified student applicants. A total of 86,493 students or 12% of the State's total higher education enrollment are attending college through one of the several available opportunity or assistance programs. Of this total, 92% attend public institutions of SUNY and CUNY. The vast bulk of these "opportunity students", 67%, are attending through open admissions programs, with the remaining fairly evenly distributed among SEEK, College Discovery, HEOP, EOP and locally developed programs. The majority of these programs, 58%, have been instituted since 1969.

Of perhaps greater interest and importance is the "holding power" of colleges and universities with respect to their opportunity student enrollment. In September of 1970, a total of 21,714 enrolled as freshmen through the various opportunity programs. By the fall of 1971, 40% of these students had dropped out of school. Dropout rates varied by type of institution, with the highest rates occurring in two-year institutions and the lowest rates (greatest holding power) in four-year schools. Furthermore, dropout rates were highest among institutions with total enrollments in the 1251-2000 and 5001-10,000 ranges as shown in Table 2.

TABLE 2

Institution Type	Freshmen Opportunity Students, Fall 1970	Opportunity Student Dropouts by Fall 1971	Dropout Rate
CUNY CC	6974	2987	43%
SUNY CC	6793	2160	32
SUNY A & T	398	192	48
CUNY 4 year	6579	1769	27
SUNY 4 year	2289	493	22
Sect. 2 year	45	20	44
Non-Sect. 2 year	521	179	34
Sect. 4 year	162	13	1
Non-Sect. 4 year	2101	865	30
Seminaries			
Institutions by Enrollment Size			
Under 200	46	10	22%
201-600	637	246	39
601-1250	2460	753	31
1251-2000	2085	1370	66
2001-5000	3750	1050	28
5001-10000	5253	3013	57
10001-18000	4140	1308	32
18001-35000	4185	926	22

The survey respondents indicated a wide variety of reasons for freshman terminating their participation in opportunity programs, but the one reason by far most frequently given was withdrawal or dismissal for academic reasons. Other reasons mentioned were financial, medical and failure to adapt to a new social environment.

THE NATURE AND DESCRIPTION OF EDUCATIONAL OPPORTUNITY PROGRAMS

The survey attempted to look closely into the nature of higher education opportunity programs in order that reasons for success (or failure) might become apparent. Perhaps the high dropout rate among freshman opportunity students might in part be explained by the amount of academic assistance or guidance available to them.

Only half of the responding institutions offered non-credit bearing remedial courses in English, Mathematics, Reading, or college study skills. Except for 2 year public institutions, the proportion of schools offering such courses was consistent across types. Of the 34 public community colleges surveyed, however, 25 offered remedial courses.

While 101 respondents offered remedial courses, only 25 have established what could be called separate educational opportunity departments. Most such departments were found in 4 year institutions with enrollments of 2000 or more. Table 3 indicates those institutions offering remedial courses and which maintain educational opportunity departments, and shows the number of faculty and staff employed specifically to administer the educational opportunity programs. Data are presented by type and size of institution.

TABLE 3

INSTITUTION TYPE	OFFER REMEDIAL COURSES	DO NOT OFFER REMED. COURSES	HAVE OPPORTUNITY PROGRAM DEPARTMENT	DO NOT HAVE OPPORTUNITY PROGRAM DEPARTMENT	NO. FACULTY ADMINISTER OPPORTUNITY PROGRAM
CUNY CC	4	2	1	5	186/2
SUNY CC	21	7	5	23	143/22
SUNY A&T	3	3	1	5	21/3
CUNY 4 yr.	6	4	5	5	87[illegible]/9
SUNY 4 yr.	10	11	3	18	366/16
Sect. 2 yr.	2	2	-	3	-
Non-Sect 2 yr.	5	7	-	10	8/3
Sect. 4 yr.	7	4	1	10	28/4
Non-Sect. 4 yr.	38	42	11	63	257/30
Seminaries	3	16	-	14	-
TOTAL	101	94	25	157	1885/89

INSTITUTIONS BY ENROLLMENT SIZE

Under 200	6	15	-	17	2/1
201 - 600	12	24	-	31	84/5
601 - 1250	16	31	4	29	142/13
1251 - 2000	12	10	1	20	45/9
2001 - 5000	21	16	7	29	161/24
5001 - 10,000	16	9	4	22	566/19
10001 - 18,000	11	-	6	5	210/10
18001 - 35,000	6	1	5	2	675/7

As part of the survey, the Administrators of institutions with educational opportunity programs were asked to express their judgement concerning the overall success of their programs. Of the 134 respondents, 113 felt that the programs administered at their institutions were meeting their goals. Furthermore, 118 reported that students participating in the programs also saw the programs as meeting their goals. Finally, 112 out of 131, 85% report that other students at their institutions accept educational opportunity students as full members of the community. Interestingly, 15 of the 19 respondents who reported lack of acceptance of opportunity students, represent 4-year non-sectarian and 4 year SUNY institutions. Thus, 4 year SUNY and 4-year non-sectarian schools accounted for 78% of "lack of acceptance" responses, although only 40% of the educational opportunity programs are located in such schools. Much higher rates of "acceptance" were reported by public and private 2-year schools, 4 year CUNY schools, and 4 year sectarian institutions.

PUBLIC COMMUNITY COLLEGES OF SUNY

It was determined that 29 out of the 34 Community Colleges participating in the survey had instituted the New York State "Full Opportunity Enrollment Program", with the majority starting after 1969.

Although it is difficult to measure the success of the full opportunity enrollment program with any degree of precision at this time, an attempt was made to estimate the general impact of the program on the degree production of Community Colleges.

Approximately, 30% of responding community colleges reported that a greater proportion of full time students were completing degree programs now than before the full opportunity program was instituted.

In a separate question, about 65% of the Community Colleges found that a greater percentage of full time students were now taking longer than the standard period to earn a degree or other award. In general, then, while the percentage of degree graduates did not increase greatly, apparently more students were staying longer and completing their programs since the advent of the full opportunity enrollment program.

STUDENT UNREST ON COLLEGE CAMPUSES

The second major segment of the college and university survey dealt with the amount and type of campus unrest experienced during the 1970-71 academic year. The relative quiet during that period had been apparent to observers who compared the activity during this period with the previous years' peak activity, when the Cambodia invasion and Kent State incidents occured.

Results of the survey indicate that only 29% of the colleges and universities experienced what the administrators considered to be some form of student unrest, compared with the previous year's figure of 76 percent.

Table 4 shows that of the 57 institutions who reported unrest during 1970-71, the great majority (both number and proportionately) were coeducational institutions with both graduate and undergraduate enrollment exceeding 1250 students.

Institutions characterized as all male, all female, all undergraduate, all graduate, or under 1250 total enrollment experienced relatively little student unrest. Apparently, neither the type of institution (public, private, 2 year or 4 year) nor the ethnic composition of institution were major factors related to the incidence of campus unrest, although it is interesting to note the abrupt shift in percentage of unrest for institutions with 94-95% white enrollment (see Table 4).

Table 4

Institutions	Campus Unrest	No. Campuses without unrest	Percent With Unrest
By Program Offering:			
Undergraduate only	26	78	25 %
Graduate only	0	17	0
Both levels	31	44	41
Total	57	139	29
By Sex of Student Body:			
All male	2	19	10
All Female	4	16	20
Coeducational	51	104	33
Total	57	139	29
By Type:			
Public 2 year	14	26	35
Public 4 year	11	20	35
Private 2 year	1	15	6
Private 4 year	29	62	32
Seminaries	2	16	11
Total	57	139	29

TABLE 4 (continued)

Institutions	Campus Unrest	No. Campuses Without Unrest	Percent With Unrest
By enrollment size:			
0 - 1250	14	80	15%
1251 - 5000	23	36	39%
5001 - 18,000	18	18	50%
Over 18,000	2	5	29%
TOTAL	57	139	29%
By Ethnic Composition:			
98.1 - 100% white	7	23	23%
95.1 - 98% white	13	43	23%
94.1 - 95% white	9	9	50%
90.0 - 94.0%white	13	27	33%
Less than 90%	15	37	29%
TOTAL	57	139	29%

TYPE OF CAMPUS UNREST

Of the 57 institutions reporting unrest, 44, (77%) characterized the activity as either "intellectual ferment" or "demonstration". Only 7 reported that their campus unrest involved either "direct or indirect confrontation". This distribution by type of unrest is somewhat different from that revealed by the previous year's survey, as indicated by the comparison in Table 5.

TABLE 5

NUMBER OF INSTITUTIONS REPORTING CAMPUS UNREST

TYPE OF UNREST	1969 - 1970 Number	1969 - 1970 Percent	1970 - 1971 Number	1970 - 1971 Percent
INTELLECTUAL FERMENT	26	16	18	31
DEMONSTRATION	115	74	26	45
DIRECT CONFRONTATION	7	5	6	11
INDIRECT CONFRONTATION	7	5	1	2
OTHER	0	0	6	11
TOTAL	155	100%	57	100%

As indicated, there were considerably more demonstrations on campus during 1969-70 than for the academic year covered by the present survey, but the incidence of other types of unrest (see Table 5) remained fairly constant.

The type of campus unrest experienced during 1970-71 does not appear to be related to type of institution (public,private, 4 year and 2 year) or enrollment size of institution. The distribution shown in Table 5 is also fairly consistant when displayed by sex of student body and level of program offering (Table 6).

TYPE OF UNREST	MALE Institution		FEMALE		COED		UNDERGRAD only		GRADUATE Only		BOTH LEVELS	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Intellectual Ferment*	1	50	3	75	14	27	11	42	-	-	7	22
Demonstration	1	50	1	25	24	47	10	38	-	-	16	52
Direct** Confrontation	0	-	0	-	6	12	2	8	-	-	4	13
Indirect** Confrontation	0	-	0	-	1	2	1	4	-	-	-	-
OTHER	0	-	0	-	6	12	2	8	-	-	4	13
TOTAL	2	100%	4	100	51	100	26	100%		100%		100%

*Intellectual Ferment implies a general atmosphere of dis-ease in the school marked by such things as students' remarks in class, etc. Intellectual ferment precludes any specially organized events such as teach-ins or liberation classes which are categorized as demonstrations.

**Indirect Confrontations are generally situations in which the people involved are unknown. This distinguishes indirect confrontations from direct confrontations in which the participants openly oppose each other - usually the students vs. the administration.

The 57 colleges and universities who reported student unrest were asked to report the proportion of the student body actively involved in the most serious case of unrest. The results, shown in Table 7, indicate that 46 of the 57 institutions reported less than 16% of the student body involved.

TABLE 7

Percent of student body involved	No. of Institutions reporting Campus Unrest
1% or less	13
2-3%	9
4-7%	13
8-15%	11
16-35%	7
More than 35%	4
TOTAL	57

TABLE 8

Percent of Student body remaining neutral	No. of Institutions Reporting Campus Unrest
99-100%	6
91-98%	8
81-90%	11
71-80%	9
60-70%	11
Under 60%	12
TOTAL	57

In addition to the students directly involved in the unrest activity, 19 colleges reported that student Counter-Demonstrators became involved during the most serious case of unrest. Survey respondents were also asked to estimate the proportion of the student body which remained neutral or aloof during the most serious case of unrest. The results appear in TABLE 8.

COLLEGE AND UNIVERSITY GRIEVANCE MACHINERY

The third major thrust of the survey was an attempt to identify and explore the effects of college and university grievance machinery - to answer the question "what procedures and plans are being developed to ease tensions and mediate disputes on campuses of New York State? and "How effective are they?"

According to survey results, vitually all colleges and universities reported having published their institutions' rules and regulations and made them available to every student. In addition, 83% of these institutions include written rules which pertain specifically to students' freedom of expression and assembly. Sanctions for violations, however, are stated in writing by only 61% of the schools. Another 18% state sanctions for some violations but not all.

In the event a student or faculty member wishes to challenge the validity of an institutional regulation, there is machinery available for adjucation in 183 of the 187 reporting institutions. The following list is a distribution of the types of mechanisms employed by institutions to adjucate rule challenges:

a. Student administered mechanism 13

b. Faculty administered mechanism 13

c. Student-faculty administered 35

d. Student-faculty-administration 49

e. Neg. with appropriate rule-making or judicial body 66

f. Appeal to president or dean 22

JUDICIAL AND RULE-MAKING BODIES AT HIGHER EDUCATION INSTITUTIONS

While virtually all institutions claim to have some kind of body to adjucate rule challenges, only 75 percent report having a judicial body which is a separate entity from both the rule-making body and the administrative body of the institution. Furthermore, this finding appears to be somewhat related to type of institution. Approximately 91% of the public institutions, but only 69% of private institutions have separate judicial bodies. When the data were analyzed by enrollment size of institution, it was found as might be expected that the larger colleges and universities were more likely to have separate judicial bodies than smaller schools.

Academic judicial boards, or committees to deal exclusively with academic offenses, were found to exist on about 81% of the campuses viewed collectively. A separate analysis of the community colleges of SUNY and CUNY, however, revealed a much higher proportion (18 of 23 or 80%). It would appear that academic boards are seen as almost essential to the operation of Community Colleges with open admission policies.

Of the 85 schools with separate academic boards, slightly more than one third report that it is composed of students, faculty, and administrators. An equal number include representatives from all sectors (colleges, departments, etc.) of the university community on their academic boards. Only 12 of the 85 institutions reported that their academic board is a joint committee of elected students and faculty with equal representation. Approximately 40% said their committees were composed mostly of faculty members elected by their colleagues for that purpose.

PART II

SECTION III

RECOMMENDATIONS

(Higher Education)

Recommendations To The People (Higher Education)

In its activities throughout New York State the Commission has met with and listened to the people and understands their dedication to, hopes for and questioning of higher education. To the people of our State we recommend:

1.) That parents and others in of the public engage in candid discussions with students to explore the views on the issues which give cause for concern. In this way much of what has been called the "generation-gap" can be dispelled.

2.) To continue their vital task of preparing our young for meaningful positions in our society insitutions of higher learning must have the continued support of the people. These schools are different from all other institutions in our society. Ideally their main mission is service to all the people. Take the time to learn of the resources, specializations and facilities of your local institutions.

3.) Higher education is a necessary and costly part of our society. While these costs could be reduced it is imperative that members of the public have all the facts before arriving at conclusions about programs, staffing, curriculum, learning atmosphere, and costs. By obtaining tha facts you will find out not only what is happening on the campuses but why it is happening.

Recommendations To College and University Trustees & Adminstrators

Many of our universities and colleges have positively responded to the recommendations of this Commission. However, there remain areas of concentration which warrent continued concern. The Commission recommends:

1.) That there be greater efforts to develope forums where the many and differing students can meet and relate and begin to understand each other. It was found where such avenues of communication were not available members of the college community from different backgrounds tended to drift farther apart, grow more insular and become increasingly insensitive to one another.

2.) That there is a great need for manpower below the professional level. There are many vocations that demand special training but not a four year college education. Curriculum for para-professional and semi-professional training should be extended at two year colleges in the fields of health services, police and fire services, environmental control and in manual arts.

3.) That emphasis be given to "work-study-learn" curricula at two year colleges.

4.) That colleges along with state and municipal governments study, with a goal of implementing, a massive effort to develop "work-study-learn" programs to meet their pressing manpower needs in vital municipal services. In such a program the students would be learning both at school and away from the school, and in many cases, earning so that they could contribute to the payment for their ed-

ucations. These programs would ideally include student support by the municipality and a following student commitment to work for the municipality for a given period after graduation.

5.) That the subject of student activities fees continue to be examined to arrive at an equitable system for all students.

6.) The aim of the many opportunity programs of higher education is to educate and graduate young members of minority groups. Too many of these students are not completing their courses. Programs which include remediation should be re-examined to determine the apparent failure with these previously enrolled but now absent students.

7.) That the many ethnic groups in our state have made significant contributions to our society. Recognition of these contributions should be included in the curriculum where absent. All such studies should be available to all students and not restricted to students of particular background.

8.) That any proposed change in tuition or fees get early publication to the students and parents. Additionally there must be early explanation and discussion with these groups to minimize dropouts for financial reasons.

9.) That colleges and universities reduce the number of courses taught by non-members of faculty. In cases where courses are so taught the catalogues should be

clearly marked to inform the enrolling students and parents.

10.) There continues to be a need to meaningfully open campus governance to students and faculty at many colleges and universities. Trustees and administrators must reject governance by unexplained edict from the top as a method of campus government.

11.) That there be continued and greater efforts be made to establish clear and accessable systems of grievance resolution with due process for all.

12.) That trustees and administrators be more visible and accessable to students.

13.) Students continue to relate that course materials often have little relevancy to their lives and their futures. More courses in more areas of study should be considered which would allow the student to work off the campus in his or her chosen field while a student.

14.) That the efforts to develop new methods of evaluating and rewarding faculty be pressed forward. The present system of rewards principally predicated on publication and research rather than classroom performance causes unrest among many students and faculty.

15.) That there be continuous review of the rules and regulations for the maintenance of public order so that such rules and regulations accomplish their intended purposes.

Recommendations To College Faculty

1.) Include students in those committees traditionally chaired by faculty.

2.) Make every effort to revise the present system of evaluating and rewarding faculty toward more emphasis on classroom performance.

3.) That faculty be more accessable to students at other than classroom sessions.

4.) That course plans be examined in an effort to include periods of time in which the students can obtain experience in their field of study off the campus.

Recommendations To Students (Higher Education)

1.) Make use of and strengthen the existing student organizations.

It is true that many students feel that student government and similar organizations are captives of the school administration and thus do not represent student sentiment. However, these organizations represent available lines of communications which can be strengthened by students and become true student spokesmen.

2.) Reject vandalism, disruption and violence as a way producing a different environment.

Uncomputed, but vast sums of money are spent each year to quel violence, prevent vandalism and minimize disruption. The outlay of these large amounts of money do not substantially improve the school environment, buy books, pay for field trips, hire additional teachers or expand the curriculum.

Continued anti-social behavior further delays the improvements which many of the students desire.

3.) Learn of the efforts being made to better the schools by government, trustees, administrators, faculty parents and citizen groups. Once familiar with them, work with them through these legitimate means to bring about change.

Recommendations To Students (Higher Education)

4.) That all students, regardless of color or social position, strive to understand each other and become concerned one for the other. In this way promoting a school society of reason which could serve as a model for the older society outside the school.

5.) Expand their efforts for improvement of society through increased activity in the preservation of the environment in which they live and will live and which will determine the quality of their lives.

Recommendations To The Board of Regents (Higher Education)

1.) That those students preparing to be elementary and secondary school teachers be required to undergo a period of teaching internship, or its equivalent, of not less than three years, all as an integral part of teacher certification requirements in New York State.

2.) That there be included in the review of the present system of teacher certification consideration of the developement of uniform standards of certification for all teachers in all parts of the state, including the larger cities.

3.) That colleges along with state and municipal governments study, with a goal of implementing, a massive effort to develop "work-study-learn" programs to meet their pressing manpower needs in vital municipal services. In such a program the students would be learning both at school and away from the school, and in many cases, earning so that they could contribute to the payment for their educations. These programs would ideally include student support by the municipality and a following student commitment to work for the municipality for a given period after graduation.

4.) That there is a great need for manpower below the professional level. There are many vocations that demand special training but not a four year college education. Curriculum for para-professional and semi-professional training should be extended at two year colleges in

the fields of health services, police and fire services, environmental control and in manual arts.

5.) That the present system of Regents examinations be examined to determine its effectiveness in today's school settings.

6.) The aim of the many opportunity programs of higher education is to educate and graduate young members of minority groups. Too many of these students are not completing their courses. Programs which include remediation should be re-examined to determine the apparent failure with these previously enrolled but now absent students.

Recommendations To The Governor and To The Legislature

1.) That there be established a New York State Commission on the goals of our society which would consider the effects of the development of the technonuclear age upon our daily life, our values and standards.

2.) That the law granting immunity from testifying and prosecution to professionals who receive confidential or privileged communications from clients or patients be extended to include authorized school councellors from who students with drug problems would seek aid.

3.) That the programs endeavoring to determine the physical and psychological effects of marijuana be augmented.

4.) That the penalities for possession by users and the use of marijuana, be lessened.

5.) That eighteen years of age, voting age, be established as the age of responsibility for all citizens of our state. In this way, young people would be living in full-time and not in the semi-adult status of having the vote but not the comparable adult rights and responsibilities.

6.) That there be instituted and implemented a realistic program of student loans which includes minimum interest, reasonable repayment units and tax benefits while re-paying.

PART III

COMMISSION MEMBERS' COMMENTS

PERSONAL OBSERVATIONS OF SENATOR ALBERT B. LEWIS
MEMBER OF COMMISSION

Our New York City schools are no longer safe for the more than 1,000,000 children who ride or walk to them every school day, says Abraham H. Lass, former principal of Abraham Lincoln High School and one of the most knowledgeable, most highly respected schoolmen in this city. Writing in The New York Times Op-Ed page of November 20, 1971, Mr. Lass says, "Danger and fear stalk the halls, the stairwells, the lavatories, the immediate neighborhoods and the school buses and trains. Parents are afraid to send their youngsters to school. The children are afraid to come to school-and with very good reason.

"Every Monday to Friday, somewhere in our schools, some students are molested, mugged, assaulted- shaken down and or shaken up. Known and unknown drug-pushers ply their trade within the school's once-inviolate halls. The courts send unreconstructed recidivists back to plague the schools that can neither treat nor contain them.

"Over 1,000 teachers and students were assaulted and variously terrorized in our schools last year, Albert Shanker, president of the 60,000-member United Federation of Teachers, told a House of Representatives committee on education.

"What these figures were saying is that something pretty terrible was happening to at least five youngsters and teachers every school day. Neither the Board of Education nor the chancellor disputed or denied the accuracy of these figures.

"Most principals report only selected outrages to the police or to the Board of Education. Students do not report most of the awful things that happen to them and their friends.

Through daily exposure they have come to accept crime and violence in school as the norm. Their lips have also been sealed by real and pervasive fear of what may happen to them if they tattle on or testify against those who mug them, molest them, push them down stairwells, steal their glasses, their watches, their wallets, peddle drugs, deface and set fire to their schools."

Six months later, on May 11, 1972, a student from Benjamin Cardozo High School - in Queens, wrote to the Long Island Press protesting that his school had been slandered by another Cardozo student who said that he was afraid to walk through the halls of what the writer says is probably the safest school in the city. Here is the letter.

[LONG ISLAND PRESS, THURSDAY, MAY 11, 1972]

ASKING FOR TROUBLE

In a May 3 article, "Violence in Schools," it was stated that a nameless student, age 15, said,"I come to school for an education, not to be robbed and stabbed." This student either goes to another school or he has a great imagination.

I am sure that my fellow students would agree that Cardozo is about the safest high school in the city.

It is true that the school has incidents, and will probably continue to have them, but in most cases the victim is the cause, for walking down an empty hall alone with a $50 watch on; giving money to anyone who asks for it. Hanging around after hours and going home alone.

NICK ANIS JR.

Douglaston

I must confess - it shook me up. In his honest attempt to show how safe his school was, the boy was really telling us all how pervasive is the climate of fear and violence in his school! Sure, there have been some incidents, he is saying, but if they happened to you, it's your fault. You can avoid these incidents very simply:

1. Don't walk through the halls alone.
2. Don't wear a watch to school.
3. Don't let yourself be shaken down or bullied by the school hoods.
4. Don't stay after classes for extra-curricular activities.
5. Don't go home without an escort or a friend or two.

And, he might have added, don't go to the toilet alone.

What is most shocking about this letter is that the boy has accepted crime and violence as an integral, normal part of his school life.

What have we come to in this city when a child cannot go to the toilet for fear of being beaten? What is Chancellor Scribner doing to see to it that our schools are safe places for all our children to learn and grow in - safe places for our teachers to teach in? What has been his response to the daily revelations that crime and violence have become a way of life in our schools?

He says that:

* Our society is violent. So, we must expect our schools to be violent.
* There is crime in our streets - so we must expect crime in the schools.

* The teachers aren't teaching as well as they should.

* The curriculum needs to be made more "relevant", more "flexible"? Students need more "options", more "alternatives".

And, Chancellor Scribner clearly implies, until we have corrected all the imperfections in our society and in our schools, our schools will continue to be plagued by crime and violence. What he and the members of the Board of Education are saying, to the criminals in our schools is that if they are not content with our society or our schools, they can, with justification, assault their teachers, mug and shake-down their classmates, vandalize and destroy school property.

As Mr. Lass points out,

"Some students are a clear and present danger to themselves, their teachers and their fellow students. For a time at least they have demonstrated that they will not or cannot be handled in what is commonly understood as a "school" taught by teachers who are trained to do only one thing-teach the teachable. They are not qualified by either temperament or training to act as policemen, detectives, wardens, social case workers, psychologists or psychiatrists."

The Chancellor has a responsibility to provide alternative programs and facilities for these disturbed and disturbing youngsters. He has failed to meet his responsibilities. The Mayor and the Board of Education have been equally remiss.

The parents of this city want their children's schools to be safe and secure. Our schools aren't safe or secure. Chancellor Scribner and the Board of Education aren't doing

much to make them safe and secure. So thousands of children are leaving the city schools and the city to find the peace and order without which children cannot learn or teachers teach.

PERSONAL OBSERVATIONS OF THE HONORABLE CARL H. PFORZHEIMER, JR.

MEMBER OF THE COMMISSION

It is urgently hoped that these personal observations will not be considered as critical, but indeed as a critique of a good Report which deals with one of the most complex, troubling and elusive phenomena of these parlous times. Barring a detail here or there, I have no quarrel with this Report; rather it is a difference of emphasis.

Granting the difficulty of complete treatment of a highly controversial and emotionally charged issue, the section entitled "Movement of Students to Achieve Integration" is over-extended without clearly differentiating between integration (and/or segregation) and the "movement of students" solely to achieve racial balance. At their public meeting in Albany on March 24, 1972, the New York State Board of Regents issued a "Statement on Racial Integration". Because it so clearly reflected my own feelings I publicly stated prior to the voting: "I am delighted and proud to be associated with this very humane statement of principles. It is definitive, concise, and has a scope and a measured treatment of what can be an important aid to achieving "excellence in education" in our State, which had not been fully developed in all prior reactions by this Board to an intricate social problem, and I shall therefore vote aye." Text of the Regents Statement, which I still fully support, is attached to these personal observations as CHPJR Attachment.

Whereas in the Commission's Report about 25 pages are devoted to busing, the section entitled "Why the Dropout?" is less than three pages long! This is a subject requiring much fuller treatment; it is a subject that quite simply does not lend itself to broad assumptions and generalities, especially if basic factfinding is limited in scope. Furthermore, because treatment of teacher training (both pre-

and in-service) and teacher certification is likewise foreshortened, the Report lacks sufficient emphasis on those "drop-outs" still physically in the classroom, who might better be described as "turned-offs".

Just not enough time and effort is yet being expended in the schools on certain primeval skills that students must acquire, so that education -- the juxtaposition of two minds, one slightly more experienced -- can be most rewarding. A sound basic reading skill is the essential fundamental, paramount ingredient. Basic skills in mathematics, and a basic understanding of how our democratic system and its institutions function, are of course also important. But it is hard to over-emphasize functional illiteracy as a constant barrier between teacher and learner; funcional illiteracy as an important cause of physical and mental dropouts; and funtional illiteracy as a basic cause of general unrest and malaise.

Need for basic mathematical skills is obvious in most walks of life in today's world. Failure to provide them is itself a factor contributing to a feeling by too many that they are unable to compete in a world so devoted to numbers and to technological life styles.

Because the general unhappiness and uneasy posture of so many malcontents can be traced to abyssmal ignorance of how our whole system of governance, and the institutions operating within it, really function, the need for better training for responsible citizenship requires greater emphasis. Attention is directed to the opening paragraphs and first recommendation on page 190 of the first Report of this Commission, dated February 1, 1970: making this Commission early among official bodies of its type strongly to recommend the need for legislation and/or

constitutional amendment providing for full voting privileges for 18-year olds; along with other responsibilities inherent in the franchise. On page 189 of the same first Report, the Commission recommended that New York State's education authorities "implement findings that there is real need for improving and strengthening of the curriculum and teacher training in social studies and political science. This will afford students and teachers an opportunity for greater awareness and knowledge of the fundamental governmental structures and workings of the political forces that affect them at the local, state and national levels. This will provide for more effective student involvement in issues of the day and planning for their future lives."

Are we progressing fast enough in this area? Certainly greater emphasis is imperative now more than ever because voting starts for so many citizens even before they leave high school, by graduation or otherwise. Perhaps too much publicity continues to be given to controversial behavior by today's youth and too many complaints registered about their habits, their dress, their modes of relaxation and other superficial manifestations of discontent with "the establishment". More certainly, too little attention has unfortunately been given to their concerns and dissatisfactions with the way many of our established institutions function. While many of these concerns may be well founded, others are rooted in a total lack of understanding of how and why institutions of a free society operate. Although an ever-increasing percentage is college trained, a significant majority of citizens ends its academic training somewhere at the high school level. It is difficult, therefore, to pay too much attention to the whole process of education in the high school and most particularly to preparation for responsible citizenship.

In short, the responsible citizen has the comprehension to bolster a belief in our country's system of federalism, which assigns to each echelon of government-- local, state and national -- those functions it best performs with the greatest benefit for the largest number of citizens. A universal finding coming out of discussions with all segments of the academic and school communities is a consistently indicated deep desire for curricula not only relevant to current circumstances but also more useful for the future.

Certainly a much better groundwork in "civics" must be laid in our elementary and secondary schools. Most of our citizens are woefully ignorant about which level of government has jurisdiction over the various segments of their daily lives. Congressmen constantly receive mail discussing problems which should be referred to city hall or state capitol. Even when the citizen realizes the problem falls in the purview of local or state government, he is too often at a loss to know which department or agency has responsibility over the subject in question. The citizen, young or old alike, even doubts whether anyone in government is listening; he feels a sense of futility in the face of big government whose reactions often appear less and less directly responsive to his needs. Clearly, better instruction in civics----- better instruction in "responsible citizenship" and in understanding how governmental processes work -- is imperative.

But unadorned instruction, no matter how complete and accurate, cannot really teach "civics" for practical application, unless there is meaningful dialogue concerning developing day-to-day issues with more experienced citizens. We risk producing a whole generation filled with factual knowledge but which has

failed to acquire the ability to communicate not only with its elders but with anyone else as well. Young people are now assailing much of the value structure within our society, and on many issues they would appear on the side of the angels-- environmental quality is a case in point. But, are they really so right-- constant bitter attacks on a public utility while leading lives constantly using more energy? Do they know how to work for change without first destroying all possibility of progress? Have we as adults failed our young people by not teaching them of the change that has taken place within our country and of the transformation of institutional arrangements that is constantly taking place? Worse yet, have we failed to make them understand how they can by orderly, albeit slow, procedures transform the system to achieve new goals? Does not such failure tend to embarrass young people and also tend to exacerbate the bitterly abrasive postures young people often assume towards some institutions designed to advance progressive ideas?

Young people often seem to have suffered only because ignorance has unwittingly colored their behavior. Changing such behavior is in large part the responsibility of the educators. Educational programs need vigorous rethinking and experimentation in order to reshape them to reflect these new concerns, particularly in the whole field of social sciences. It will be interesting, but costly, if we have to wait too much longer to determine whether or not John W. Gardner's assessment of priorities was correct when he said of educators: "They preside all too complacently over a system that is not working. They could change it, but often... they are obstacles to reform rather than its promoters." We must take steps that will nullify this

pessimistic prospect: teacher training in the whole area of civics (and in political science) must be substantially upgraded, along with the abilities properly to teach basic reading and mathematical skills. How many of them go into the classroom ill prepared to convey to our youth the fundamental forms and manifestations of our government processes? Teachers should be aiding students in any well directed desire for change, for reform, for the continual renewal and modernization of institutions. Teachers should be among the foremost practitioners of quality leadership and of setting good examples.

Our sympathies are basically with young people's aspirations and for many of their goals, even if we must at times strongly dissent with the means they utilize for their attainment. As members of this Commission, we should be doubly responsible for helping our local communities and our state government to see to it that the training offered at all levels of our educational establishment include adequate preparation for civic and citizen responsibility among the foremost goals of good education, along with great emphasis on basic reading and mathematical skills. For, without these, exposure even to well taught social sciences, especially "civics", is not fully effective, and we shall have lessened our chances to produce a citizen who is publicly useful and privately happy.

C.H.P.Jr. 9/25/72

REGENTS STATEMENT ON RACIAL INTEGRATION

(March 24, 1972 -- Albany, New York)

The Regents today issued the following statement:

Recent events and mounting passions on the subject of legitimate means to achieve school desegregation have caused the Regents to review and reaffirm their long-held position on school integration.

That long-held position has been rooted in both constitutional doctrine and educational philosophy.

In regard to the former, this Board is not immune to the jurisdiction of the Supreme Law of this land as determined by our highest court. Eighteen years ago, in the case of Brown vs. the Board of Education of Topeka, the United States Supreme Court ruled that separate (in the sense of racially segregated) schools were "inherently unequal." Until this ruling is modified or reversed, we believe that all public officials and all citizens are constrained to accept, and to implement as conscientiously as they may by whatever legitimate means are available, the spirit and the letter of the Constitution so interpreted. Anyone may disagree with the Supreme Court's interpretation of the Constitution. But to suggest that a citizen's or an official's disagreement with the Court's decision absolves him from obedience to its mandate is to cut our entire society away from what Walter Lippmann has called, "the hard-won moorings of civilization"; the rule of law.

But even if the issue of school segregation had not received judicial attention, the Regents would take the position that in a multi-racial society, a person cannot be considered educated if he remains unexposed on a personal basis to the cultural richness and the individual diversity of his neighbors. It is just as serious to deny a white child the opportunity to know children of other colors as it is for minority children to be denied contact with whites.

Surely, the generations of this century need no reminder that socially enforced separation of races and classes leads inexorably to stereotyped thinking, and that such stereotypes promote irrational hatreds, mass persecutions, and self-perpetuating social pathologies.

This Board cannot foresee any but the most sullen and corrosive scenarios of the future if the multi-colored and multi-cultured children of this state and nation are not permitted to get to know one another as individuals. To be raised in ignorance of what makes people both similar and different is to invite the predictable penalties of living in an uneducated society.

The issues then come down to matters of competing priorities and alternative means.

On the question of priorities, where there is substantial evidence that the means to achieve racial and social integration in schools would involve a serious threat to the health and safety of children, integration plans must of course take these important realities into consideration. Furthermore, where there are convincing reasons to believe that the educational achievements of any group of students would be jeopardized by integration plans, such plans must take these facts into account. Surely a rule of reason must apply (as it has applied in this State) in sorting out the worth of competing values in achieving a desirable social end.

But this is not to defend a contrary "rule of unreason." Nor are factors of modest inconvenience, by themselves, adequate justifications for thwarting constitutional and legal doctrine.

In this context, the Regents deplore the emotional misapprehensions that have emerged around the issue of "compulsory busing." There are compulsory attendance laws. There are compulsory attendance zones. Busing is frequently a convenience. Patently, in many areas, in a de facto sense, busing is a necessity. And in most areas, it has become a great facilitator of educational options and excellence. This is true in spite of the fact that during the past few decades, hundreds of thousands of parents have been temporarily outraged by school-district consolidations involving their children being "forced bused" away from local neighborhoods. Such "forced busing" has been sanctioned by the Legislature and by this Board for decades in order to achieve a higher quality education than was possible in one room "little red school houses." Today most parents are deeply grateful for the diverse and superior educational advantages made possible by the invention of the common-carrier motor vehicle. To say that public authorities may mandate attendance zones as a concomitant to school consolidation, but may not mandate attendance zones to achieve socially and educationally desirable goals of racial and cultural integration, seems to the Regents unsupportable.

Until residential and occupational integration becomes a reality in this nation -- the ultimate sign that skin color has lost its evil fetish -- the judicious and reasonable use of motor vehicles may be in many instances the only instrument available to enable local communities to meet constitutional requirements and educational goals. Within this context of competing and, at times, overriding considerations of health, safety, and academic quality, neither states nor localities should be prohibited from using buses to achieve desirable social and educational objectives.

Racial, religious, and cultural prejudice has been deeply rooted in our society. Our nobility as a people, however, has been reflected in our conscious effort to overcome these psychic serpents. And as Shakespeare noted in another metaphor and context, "So dark a cloud will not pass without a storm."

But we must not falter now. Using the rule of reason and compassion in the application of supreme law and civic morality, we must press forward with all deliberate speed to achieve the Constitutional mandate to be just, the religious mandate to reverence one another, and the educational mandate to understand the conditions of freedom for all.

EPILOGUE

When this Commission was created campuses and our young everywhere were in the midst of an unprecedented turmoil. Their feelings of alienation and rejection were leading them to acts of violence against people and property. These violent acts seemed to be growing in numbers and intensity and a social backlash developed which had within it the seeds of regressive reaction and pressure for restrictive legislation.

The mood was, "give them haircuts", "they don't know how lucky they are", "take away their scholarships", "slap them in jail", and so on ad infinitum.

It was in this atmosphere and due to this climate that this Commission was born. The Legislature and the public awaited its Report and believed we would confirm their concept of drastic sanctions.

Instead, after intensive investigation and personal meetings with members of every section of the academic community the tone of the Report and its recommendations were best expressed by these quotes from the Chairman's Prologue from the first Report of February, 1970:

> While few may want to admit it, the dissent of youth may have done more for higher education than any legislative body, offices of education or groups of educators simply because public attention has been focused on a burgeoning sick system and explosive societal ills.
>
> It will take men of wisdom, compassion and understanding to resolve the crisis which we face. We must resolve to deal with the faults of others as gently as with our own.

Epilogue

As a result of the First Report a spirited debate followed, not all of which was complimentary to the Commission or its' conclusions or personnel.

Be that as it may, the Legislature nevertheless in its wisdom, accepted the Commission's recommendations and refrained from passing any regressive or punitive legislation.

Subsequent events have established the wisdom of the course. We discuss this to highlight the effectiveness of a policy of making the alienated segments of our society aware that the "Establishment" of the society does care and can be receptive and will sometimes listen. The fundamental lesson to be learned by all is that when protest is based upon legitimate dissent and when that dissent is expressed in legitimate ways, the "Establishment" can be moved. Additionally, that progress is best effectuated by meaningful dialogue and communication in all elements of our society.

Further, that a sympathetic, compassionate and tolerant view and understanding plus actions dictated by consideration of everyone's legitimate aspirations and responsibilities are the best cures for our societal ills, both inside and outside our schools.

Through our continued presence we feel that we are proving this thesis and that it is the best means of exploring the causes and relieving the symptoms of our campuses and even our national unrest.

Proof of the foregoing is best supplied by quoting from a letter and resolution forwarded to the Commission and dated

Epilogue

March 13, 1972:

> At its membership meeting on February 29, 1972, the Student Association of the State University of New York ("SASU") passed a resolution calling for the continuance of the Henderson Commission (Temporary State Commission to Study the Causes of Campus Unrest). The text of this resolution is as follows:
>
> > The membership of SASU hereby calls on the New York State Legislature to continue the existence of the Henderson Commission and specifically urges that said Commission be charged with the responsibility of evaluating the systems of governance that presently exist on the various campuses of the State University, including community colleges, and evaluating the disciplinary procedures presently utilized on such campuses to determine whether they comply with the requirements of the Henderson Law as well as Federal and State Constitutions and other pertinent laws, rules and regulations.
>
> ...., some time ago SASU had called for the abolition of the Henderson Commission. In re-evaluating the role of the Commission over the past several months, however, it is SASU's firm belief that the Commission has been a constructive force for improvement of the State's system of public higher education and that the Commission has helped to initiate a meaningful dialogue with students concerning the problems faced by them. SASU believes that this dialogue should, in the future, make a significant contribution toward developing more informed and creative decisions by both the New York State Legislature and the departments and agencies which have the responsibility for implementing decisions which affect the State University system.

Further evidence of its effectiveness is a quote from one of many similar letters written to the Commission by students.

Epilogue

In a letter written to the Chairman on March 7, 1972 from an undergraduate student leader, - "Please continue the good work at your end and we will do our best at this end."

Supporting the philosophy upon which the Commission has proceeded is the New York State Personnel and Guidance Association who recently wrote to the Governor; a copy of the letter was sent to the Commission.

In speaking of the Commission's report "Anarchy in the Academy" and the Commission's work the letter stated in part:

> . . . . The report did a superior job of pinpointing many of the issues underlying student unrest and showed a unique understanding of students and the community.
>
> . . . . It will be extremely unfortunate if these findings are not taken seriously and used constructively in developing future legislation. Time is running out and recent events document the need for continuing the efforts of this Committee.
>
> . . . . We most strongly urge that you use the power of your office to continue the Commission so that it may provide a better dialogue between legislators, students and the community.

Further supporting activities of the Commission is a statement made for Thomas Y. Hobart, President, New York State Teachers Association to the Temporary State Commission on Campus Unrest at Albany, New York, on February 4, 1972.

> . . . . The end of student unrest is apparently not at hand. It seems imminent that the work of the Temporary Commission on Campus Unrest should continue. I am sure that the recommendations that this Commission made have had an effect. However, I regretfully noted that the 1972-73 Executive Budget did not recommend an appropriation for your continuation.

Epilogue

> . . . .There are many more points on which NYSTA and the Commission agree than disagree. Hopefully, we will be able to work together to achieve realistic recommendations which will be implemented for the benefit of society.

The members and staff of the Commission feel that if compliments are in order, they belong to the student leadership and all young people for their sense of responsibility and willingness to cooperate, to those of the administration who have been willing to listen in an atmosphere of understanding and discuss differences and come to reasonable agreements and to all other people representing various groups and organizations who in the interest of resolving a very sensitive problem have given of their time, counsel and efforts so that the rights of dissent and the rights to public safety not be brought further into conflict.

This is a sign of faith in us all which must not be breached, except at our own peril.

APPENDIX

CHAPTER 610 OF THE LAWS OF 1971

AN ACT

To amend chapter eleven hundred seventeen of the laws of nineteen hundred sixty-nine, re-entitled by chapter nineteen of the laws of nineteen hundred seventy "An act to create a temporary state commission to study and investigate the causes of unrest and violence on college campuses and in secondary schools and making an appropriation for the expenses of such commission", in relation to extending the powers of such commission, the time when it shall make its report to the governor and the legislature and making an appropriation for the expenses of such commission

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. The title and section one of chapter eleven hundred seventeen of the laws of nineteen hundred sixty-nine, re-entitled by chapter nineteen of the laws of nineteen hundred seventy "An act to create a temporary state commission to study and investigate

EXPLANATION — Matter in *italics* is new; matter in brackets [ ] is old law to be omitted.

the causes of unrest and violence on college campuses and in secondary schools and making an appropriation for the expenses of such commission", section one thereof having been amended by chapter nineteen of the laws of nineteen hundred seventy, are hereby amended to read, respectively, as follows:

An act to create a temporary state commission to study and investigate the causes of unrest and violence on college campuses and in secondary schools; and making an appropriation for the expenses of such commission.

Section 1. A temporary state commission to study and investigate the causes of unrest and violence on college campuses and in secondary schools. Such study and investigation shall include, but not be limited to, the following:

(1) the manner in which incidents of riot and violence originated;

(2) the concern of students for changes in the structure of our institutions of higher education and secondary schools;

(3) the illegal acts intended to destroy, rather than reform, our university system and secondary school system;

(4) the proper role of administrators, faculty, alumni, students and government in the university system and secondary school system;

(5) the extent to which individuals and influences outside the academic community contributed to such disorders; and

(6) the need for legislation to prevent the recurrence of student unrest and violence.

§ 2. Section six of such chapter, as last amended by chapter one hundred twenty-six of the laws of nineteen hundred seventy-one, is hereby amended to read as follows:

§ 6. The commission shall make a report of its findings and recommendations covering needs, plans and programs to the governor and the legislature on or before [February] *March* first, nineteen hundred [seventy] *seventy-two*, and a further report on or before [April thirtieth] *March thirty-first*, nineteen hundred [seventy-one] *seventy-two*. The commission shall continue in existence until May [thirty-first] *first*, nineteen hundred [seventy-one] *seventy-two*.

§ 3. The sum of seventy-five thousand dollars ($75,000), or so much thereof as may be necessary, is hereby appropriated to the commission hereby continued and made immediately available for its expenses, including personal service, in carrying out the provisions of this act. Such moneys shall be payable out of the state treasury after audit by and on the warrant of the comptroller upon vouchers certified or approved by the chairman or vice-chairman of the commission as prescribed by law.

§ 4. This act shall take effect immediately.